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First Annual Report

OF THE

Commission ON THE City Plan

TO THE

MAYOR AND COURT OF COMMON COUNCIL

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Year Ending March 31, 1908

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FIRST ANNUAL REPORT

OF THE

Commission on the City Plan

TO THE

Mayor and Court of Common Council of the City of Hartford, Conn., for the Year Ending March 31, 1908

HARTFORD PRESS
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1908

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MEMBERS OF THE COMMISSION ON THE CITY PLAN.

HON. WILLIAM F. HENNEY, Mayor,
Chairman.

JOSEPH BUTHS,
President of the Board of Street Commissioners.

*PHILANDER C. ROYCE, to December 1, 1907,
President Board of Park Commissioners.

GEORGE A. FAIRFIELD, from December 1, 1907,
President of Board of Park Commissioners.

FREDERICK L. FORD, City Engineer,
Secretary.

MILES B. PRESTON, to May 1, 1909.
RALPH O. WELLS, to May 1, 1910.
CHARLES A. GOODWIN,
Member of the Board of Aldermen.

THOMAS W. RUSSELL,
Member of the Common Council Board.

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* Commissioner Philander C. Royce died on December 1, 1907, and Mr. George A. Fairfield, by virtue of his office, completed the unexpired term.

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HARTFORD, CONN., October 20, 1908.

To the Honorable Mayor and Court of Common Council.

SIRS:

We take pleasure in submitting herewith the first annual report of the Commission on the City Plan for the year ending March 31, 1908.

The following resolution, amending the charter of the city of Hartford, concerning a Commission on the City Plan, was approved on March 26, 1907.

SECTION 1. That there shall be in the city of Hartford a Commission on the City Plan, which shall consist of the mayor, who shall be its presiding officer, the president of the board of street commissioners, the president of the board of park commissioners, the city engineer, two citizens, neither of whom shall hold any other office in said city government, one member of the board of aldermen, and one member of the common council board, to be appointed as hereinafter provided.

SEC. 2. The necessary expenses of said Commission shall be paid by the city, but no member thereof shall be paid for his services as such member.

SEC. 3. During the month of April, 1907, the mayor shall appoint one citizen member of said Commission to hold office for two years, and one citizen member to hold office for three years from the first of May then next ensuing, and in the month of April, 1909, and in April in the years thereafter when the terms of such citizen members respectively expire, the mayor shall appoint one citizen member of said commission for the term of three years from the first day of May then next ensuing. During the month of April, 1907, and in each April thereafter, the board of aldermen and the common council board of said city shall each appoint from its own number a member of said commission to hold office for the term of one year from and after the first day of May then next ensuing. The members of said commission shall hold office until their respective successors are elected and qualified.

SEC. 4. All questions concerning the location of any public building, esplanade, boulevard, parkway, street, highway, square, or park shall be referred to said commission by the court of common council for its consideration and report before final action is taken on such location.

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SEC. 5. The court of common council may refer to said commission the construction or carrying out of any public work not expressly within the province of other boards or commissions of said city, and may delegate to said commission all powers which the said council deems necessary to complete such work in all details.

SEC. 6. Said commission may make or cause to be made a map or maps of said city, or any portion thereof, showing locations proposed by it for any new public buildings, esplanade, boulevard, parkway, or street, and grades thereof, and street, building, and veranda lines thereon, or for any new square or park, and may employ expert advice in the making of such map or maps.

SEC. 7. Said city of Hartford, acting through said commission or otherwise, shall have power to appropriate, enter upon, and hold in fee real estate within its corporate limits for establishing esplanades, boulevards, parkways, park grounds, streets, highways, squares, sites for public buildings, and reservations in and about and along and leading to any or all of the same; and, after the establishment, layout, and completion of such improvements, may convey any real estate thus acquired and not necessary for such improvements, with or without reservations concerning the future use and occupation of such real estate so as to protect such public works and improvements and their environs, and to preserve the view, appearance, light, air, and usefulness of such public works.

In accordance with the provision of this amendment to the city charter, the personnel of the first City Plan Commission of the city of Hartford was completed by the appointment of Ex-Mayor Miles B. Preston and Ralph O. Wells as the citizen members, and the selection of Charles A. Goodwin and Thomas W. Russell as the representatives of the board of aldermen and court of common council.

On May 17, 1907, the first meeting of the Commission was held and organization was perfected by the election of the city engineer as the secretary of the Commission.

During the year the Commission has held eighteen meetings, eight being designated as regular, and ten as special meetings of the Commission or joint sessions with council committees or other city commissions.

Submissions and Action Taken Thereon.

A fair idea of the variety and importance of the work

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of the Commission can be obtained from the following brief summary of the submissions, and the action taken on each by the Commission on City Plan.

Employment of Expert.

May 17, 1907. Appointment of sub-committee consisting of Messrs. Goodwin, Preston and Ford "to investigate and report upon the advisability of employing an expert or experts to assist the Commission in the preparation of a comprehensive plan and report on the future development of the city of Hartford," as provided for in Sec. 6. Report not yet made.

Invitation of Mr. George H. Day to visit N. Y. City.

Invitation of Mr. George H. Day of New York city to be his guests on Tuesday, May 21, 1907, to inspect the development of upper New York for the purpose of studying its general layout. Invitation accepted and trip made.

Committee on Rocky Ridge Park.

July 10, 1907. Ralph O. Wells appointed a committee of one to represent the Commission on City Plan to meet with similar committees from the board of park commissioners and the board of street commissioners in reference to the transfer of the tract of land south of New Britain Avenue and west of Fairfield Avenue to the board of park commissioners as a part of the city park system. Favorable report was made by the joint committee and transfer made by the court of common council.

Petition for Acceptance of Norman Street.

July 15, 1907. Petition for the acceptance of Norman Street from Westland Street southerly. Sub-committee consisting of Messrs. Goodwin, Royce and Ford appointed to examine and report upon this matter. Public hearing held

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on July 22, 1907. Progress report made by committee on October 21, 1907. January 21, 1908, sub-committee recommended that this street be laid out from Westland Street southerly to Mather Street, and to be called Enfield Street instead of Norman Street as petitioned for. Report accepted, recommendation adopted and favorable report made to the court of common council.

Proposed Illuminated Sign Ordinance.

A proposed illuminated sign ordinance was considered with the joint standing committee on ordinances. Secretary instructed to obtain information of similar ordinances in other leading American cities. Public hearing held on July 22, 1907. October 21, 1907, action on ordinance postponed. November 19, 1907, action on ordinance again postponed for consideration with joint standing committee on ordinances. May 7, 1908, meeting held with joint standing committee on ordinances. Corporation counsel requested to give a written opinion to the joint committee on Monday, May 11, 1908. Report of corporation counsel discussed by joint committee on May 11, 1908. By a unanimous vote the secretary was instructed to send a copy of the corporation counsel's opinion to the court of common council, and recommending the rejection of the proposed illuminated sign ordinance.

Petition of George H. Day for Wainwright Curbing on Boulevard.

Petition of Geo. H. Day for permission to lay Wainwright Patent Curbing upon both sides of the boulevard, accompanied by majority and minority reports from the board of street commissioners and referred to Commission on the City Plan and joint special committee. Public hearing held on July 22, 1907. November 19, 1907, hearing with joint special committee requested for November 26, 1907.

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November 26, 1907, joint committee met and voted that inasmuch as granite curbing had been laid on the Boulevard since this matter first came up, a recommendation should be made to the court of common council that this matter be indefinitely postponed. Report so made.

Petition Against Gutter Stones for New Britain Ave. and Oakland Terrace.

October 21, 1907. Petition against the laying of gutter stones on New Britain Avenue and Oakland Terrace tabled, awaiting meeting of joint special council committee. December 12, 1907, meeting held with joint special council committee, Alderman Cushman, chairman. Secretary submitted statistics from forty-nine American cities concerning gutter construction. Voted to report to council that laying of curbing was equally as important as that of gutter stones, and asking for authority to consider both subjects together. Report made and authority granted.

January 18, 1908, meeting of joint committee held and secretary instructed to prepare report for the court of common council.

January 27, 1908, report accepted by joint committee and forwarded to the court of common council. This report contained the following recommendations:

Resolved: 1. That the sidewalk, curb and gutter orders now before the court of common council as well as those to be hereafter presented shall be passed.

Resolved: 2. That the board of street commissioners be requested to hold in abeyance the execution of gutter stone orders until an amendment to the city charter has been obtained from the next General Assembly, permitting the city of Hartford to adopt other methods of constructing and assessing the cost of curb and gutter construction.

Resolved: 3. That the board of street commissioners be requested to experiment with different types of curb and gutter construction during the season of 1908, preferably upon streets where the city would have to pay for the same whenever laid, and where the soil is naturally heavy and wet, in order to determine an equitable rate per front foot for permanent curb and gutter construction.

Resolved: 4. That the president of the board of street com-

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missioners, the department of engineering, and the corporation counsel be requested to further inquire into the charter and ordinances relating to such public works in other cities, to the end that a satisfactory plan can be worked out and inaugurated in the city of Hartford.

Resolved: 5. That the corporation counsel be requested to make application to the next General Assembly for an amendment to the charter authorizing the city of Hartford to assume charge of sidewalk, curb and gutter construction, and empowering it to assess the cost of the same by the front foot method.

Request of High School Committee for an appropriation.

Request of high school committee for an extra appropriation for preliminary plans for an addition to the high school building, was tabled, awaiting meeting of other committees. November 26th, meeting held with joint standing committee on education, high school committee, and board of school visitors. Matter referred to a sub-committee consisting of Messrs. Goodwin, Oakes, Welch, Davis, Williams, and Weaver.

December 17, 1907, report of sub-committee read, discussed, and accepted. Secretary instructed to send a copy of report of sub-committee to each member of the general committee.

January 6, 1908, report of sub-committee again discussed and Messrs. Rice and Ford added to sub-committee.

January 21, 1908, a new draft of report submitted by sub-committee was adopted and the secretary was instructed to forward the same to the court of common council. This report, as slightly modified by the council later, contains the following recommendations:

Resolved: That the mayor be and he hereby is authorized and empowered to appoint a committee of five representative citizens, to be known as the Technical High School Commission, and to fill any vacancies which may occur in the membership of the same; the members of said commission shall serve without pay other than necessary expenses in the discharge of the duties hereinafter provided for.

Resolved: That the said technical high school commission be and hereby is authorized and instructed to make an exhaustive investigation and report upon the need and advisability of establishing a technical high school within the city of Hartford.

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The duties and powers of said commission shall be as follows:

1. To study the location, design, cost, character of, work accomplished by, and the management of similar institutions in other American cities.

2. To study the local needs and requirements for technical high school education, and to determine how such needs can best be provided for.

3. To recommmend, if it so elects, a site for a technical high school with an estimate of the cost of the same.

4. To obtain, if it so elects, preliminary plans for a building adapted to the requirements and to the location recommended, and reliable estimates of the cost of the construction and equipment of the same.

5. Said commission is authorized, if it so elects, to hold one or more public hearings upon the whole or any particular feature of this problem.

6. Said commission may employ from time to time such expert advice as it may deem necessary, and shall have all such other powers as are necessary to the proper completion of its duties in accordance with these resolutions.

7. Said commission shall report to the court of common council at its first meeting in October, 1908, the result of its investigations; an account of its expenditures; and the conclusions and recommendations agreed upon; said report to be accompanied by preliminary plans and an estimate of the cost of the site and of the construction and equipment of the building recommended.

Resolved: That the board of finance be requested to include in the budget for the ensuing year an appropriation of $1,000 for the uses and purposes of said commission.

Petition for Acceptance of Baltimore Street, Adams Street, and Park Avenue.

Report of board of street commissioners on petition for the layout and acceptance of Baltimore Street, Adams Street and Park Avenue, in the tract known as "Keney Park Terrace." Objections were raised by the commission to the names proposed for some of these streets on account of their conflicting with similar names of city streets already laid out.

The secretary suggested that as there is oftentimes much difficulty in selecting appropriate street names for new streets,

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or the renaming of existing streets, it would be especially fitting for Hartford, the capital city of Connecticut, to adopt a plan similar to that in vogue in Washington, the national capital, where the prominent avenues are named after the states of the Union, and to name the streets of Hartford after the towns in the state of Connecticut, until the supply of such names is exhausted. At the present time there are over thirty streets in Hartford named in accordance with this plan, although never before consistently followed. A few of the prominent ones are Farmington Avenue, Wethersfield Avenue, New Britain Avenue, Washington Street, Avon Street, Canton Street, etc.

The secretary further suggested that in the event of the adoption of this plan, the names of new streets laid out north of Farmington Avenue, Asylum and State Streets, should be selected from the four northerly counties — Litchfield, Hartford, Tolland, and Windham; and for streets south of this division line from town names in the four southerly counties — Fairfield, New Haven, Middlesex, and New London.

Favorable report made to the court of common council on the layout and acceptance of the four streets in "Keney Park Terrace," with the recommendation that Park Avenue be called Norfolk Street; and Highland Avenue, Kent Street; also that Baltimore Street be widened on the easterly side at the northerly end so as to make it at least forty feet in width for its entire length.

Capitol Avenue Extension.

Two reports of the board of street commissioners on the layout of Capitol Avenue Extension received. Secretary instructed to report to the court of common council recommending that Capitol Avenue Extension be widened between Smith Street and Rowe Avenue to fifty feet in width; also the layout of that portion of Capitol Avenue Extension between Smith Street and Sisson Avenue.

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October 26, 1907, the action of October 21, 1907, rescinded and the secretary instructed to report to the court of common council recommending that Capitol Avenue Extension be laid out fifty-eight feet in width from Sisson Avenue to Prospect Avenue.

Division of Tracts of Land into Building Lots.

November 19, 1907, "A resolution regulating the division of tracts of land into building lots and streets" referred to the Commission on the City Plan and the joint standing committee on ordinances was received. Meeting held with above committee on November 26, 1907.

Voted that the joint standing committee on ordinances be requested to submit a proposed ordinance to the joint committee, providing that no new streets shall be laid out in the city of Hartford unless the proposed layout shall first be approved by the Commission on the City Plan.

Meeting of joint committee held on January 21, 1908. Proposed ordinance read, accepted, and ordered forwarded to the court of common council.

This ordinance reads as follows:

Be it ordained by the Court of Common Council of the City of Hartford:

SECTION 1. No street plotted or opened by any private person, firm, or corporation shall hereafter be accepted by the court of common council until the petition for same with plot or plan showing proposed location of such street or highway, and its width, shall have been referred to and approved by the Commission on City Plan.

SEC. 2. The town clerk shall upon the filing in his office of any such plot or plan showing layout of any such proposed highway or street immediately send to the party so filing such plot or plan, a copy of this ordinance.

Albany Avenue Widening.

Commissioner Wells suggested, as a matter for future consideration, the establishment of new building lines on

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Albany Avenue, between the Tunnel and Edwards Street, in order to gradually accomplish this widening. No action yet taken on this matter.

Permanent Public Baths.

December 19, 1907. A very exhaustive and complete report upon permanent public baths was received from a sub-committee consisting of Messrs. Koppleman, Angus, Weaver, Williams, Root, Gunshanan, and Wells, representing joint special and joint standing committees on public baths of the court of common council, the board of school visitors, a committee of the Municipal Art Society, and the Commission on City Plan.

The report was accepted, adopted, and ordered forwarded to the court of common council.

Layout of Colchester Street.

January 21, 1908. The sub-committee consisting of Messrs. Goodwin, Royce and Ford, in reporting upon the layout of Norman Street, recommended the acceptance of a new street to be called Colchester Street, between Capen and Westland streets, to be nearly parallel with and westerly of Enfield Street.

Favorable report made to the court of common council.

Greenfield Street Extension.

The city engineer suggested an extension of Greenfield Street from Vine Street easterly, to connect with Mahl Avenue at Cemetery Street. Matter referred to the department of engineering for preparation of necessary survey.

Application for Appropriation.

On motion it was voted that the secretary be instructed to make application to the board of finance for an appropria-

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tion of $200 for the incidental expenses of the Commission on the City Plan for the fiscal year commencing April 1, 1908.

J. P. Allen's Proposed Boulevard.

March 17, 1908. Mr. J. P. Allen appeared before the Commission with a plan for the development of the large tract of land between Zion Street and Park River and Flatbush Avenue and Hamilton Street.

Matter referred to the department of engineering to prepare general scheme for the development of this whole district.

Development of John Coombs' Tract of Land.

The city engineer submitted plan of William J. Pierce for the development of a tract of land owned by Mr. John Coombs and located between Adelaide Street and Barker Street, and to the east of Campfield Avenue. The development as planned seemed very objectionable to the Commission.

Matter referred to the department of engineering to investigate and report upon proper layout of this tract of land.

Review of Year's Work.

During the first year, the Commission on City Plan has held regular meetings but once a month, usually on the third Tuesday evenings, and whatever special meetings with council committees and other commissions were necessary.

If the volume of business increases, more frequent regular meetings will be held, for it is the policy of the Commission to act on all matters referred to it as speedily as is consistent with a thorough understanding and exhaustive study of each subject.

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The Commission has endeavored to organize its work so as not to interfere with or encroach upon the valuable work being done by the other city commissions. It has felt that during the first year of its work it was best to proceed slowly and cautiously so as to gain the confidence of the public, without which it could hope to accomplish but little of real value to the city of Hartford. No attempt has been made to take advantage of the broad powers conferred upon the Commission by the charter amendment creating it.

We feel that the permanent organization of a Commission on the City Plan has come at an opportune time, especially as so many American cities are now engaged in similar work by special commissions and voluntary civic organizations, and we believe that there is an opportunity here for invaluable service for the city of Hartford.

In closing, the Commission on the City Plan desires to express its appreciation of the confidence shown in its work by the citizens of Hartford, for the assistance received from council committees, city officials, and other city commissions, and especially for the hearty support of the court of common council.

Respectfully submitted,

EDWARD W. HOOKER, Chairman,
JOSEPH BUTHS,
WILLIAM A. MOORE,
FREDERICK L. FORD, Secretary,
MILES B. PRESTON,
RALPH O. WELLS,
CHARLES A. GOODWIN,
HARRY U. TUTTLE,
Commission on the City Plan.

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Second Annual Report

OF THE

Commission

ON THE

City Plan

TO THE

MAYOR AND COURT OF COMMON COUNCIL

CITY OF HARTFORD.

CONNECTICUT

Year Ending March 31, 1909

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Second Annual Report

OF THE

Commission on the City Plan

TO THE

MAYOR AND COURT OF COMMON COUNCIL

OF THE

CITY OF HARTFORD, CONN.

FOR THE YEAR ENDING MARCH 31, 1909.

HARTFORD, CONN.
THE CITY PRINTING COMPANY, 784 MAIN STREET.
1909.

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MEMBERS OF THE COMMISSION ON THE CITY PLAN.

Hon. EDWARD W. HOOKER, Mayor,
Chairman

JOSEPH BUTHS,
President of the Board of Street Commissioners

WILLIAM A. MOORE,
President of the Board of Park Commissioners

FREDERICK L. FORD, City Engineer,
Secretary

MILES B. PRESTON, to May 1, 1909.
RALPH O. WELLS. to May 1, 1910.

CHARLES A. GOODWIN,
Member of the Board of Aldermen

HARRY U. TUTTLE,
Member of the Common Council Board

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HARTFORD, CONN., June 14, 1909.

To the Honorable Mayor and Court of Common Council:

SIRS:

In accordance with the usual custom, we take pleasure in submitting herewith the second annual report of the Commission on the City Plan for the year ending March 31, 1909.

There have been but three changes in the personnel of the Commission as first organized; Mayor Hooker succeeding Ex-Mayor Henney as Chairman; William A. Moore representing the Board of Park Commissioners in place of George A. Fairfield, and Harry U. Tuttle succeeding Thomas W. Russell of the Common Council Board.

Disposition of Matters referred to in last report.

The following disposition has been made of subjects referred to in the First Annual Report which were unfinished at that time.

Employment of Expert.

On Oct. 20, 1908, the sub-committee previously appointed to consider the advisability of employing an expert to assist the Commission in the preparation of a report upon the development of Hartford in an intelligent and comprehensive manner, reported in favor of the employment of Carrere and Hastings of New York City as advisory architects of the Commission. After the acceptance of this report, the Commission sent a communication to the Court of Common Council recommending the employment of Carrere & Hastings of New York City as advisory architects of the Commission, in accordance with Section 6 of the resolution creating the Commission. This report was favorably considered by the Board of Finance and an appropriation of $2,500 for services and $300 for necessary expenses, were included in the 1909 budget of the Commission, for the estimated cost of a preliminary investigation and report by Messrs. Carrere and Hastings.

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Curb and Gutter Stones.

Following the report and recommendations of the joint special committee on curb and gutter stones, the following amendment to the charter of the City of Hartford was approved by the Court of Common Council, introduced in the Legislature, and has since been passed and approved, so that the Board of Street Commissioners now have ample authority over the laying of sidewalks, curbing and gutter stones, in a more permanent and satisfactory manner than heretofore enjoyed.

GENERAL ASSEMBLY, January Session, 1909.

Resolved by this Assembly:

That the Court of Common Council of the City of Hartford shall have power to lay, set, construct and place in the streets and highways of said city, sidewalks, curbs, and gutters of stone or other materials and of such dimensions, styles, kinds and forms as the public convenience and necessity in the use of said streets and highways may require; to replace existing sidewalks, curbs and gutter whenever public convenience and necessity may require; and to assess the cost of such work upon the owners of the lands abutting upon said streets and highways in proportion to the number of feet of land of each of said owners fronting upon said streets and highways, and enforce the collection of such assessments in the manner provided by the charter and ordinances of said city for making and collecting assessments of benefits for public works and improvements. On the completion of the work and the assessment of the cost of the same, such assessment shall be final and conclusive on all parties in interest, and said assessment shall be a lien upon the land on account of which it was assessed in the same manner and to the same extent as is provided in the charter of said city in the case of assessments for benefits arising from other public works and improvements.

Enfield Street, Colchester Street and Capitol Avenue Extension.

Following the recommendations of the Commission on the City Plan, the Board of Street Commissioners proceeded in the usual manner with the formal layouts of Enfield Street, Colchester Street, and Capitol Avenue Extension between Sisson Avenue and Smith Street, and with the widening of Capitol Avenue between Smith Street and Prospect Avenue, but the final acceptance of all of these streets has been delayed by appeals from the award of damages and the assessment of benefits as made by the Board of Street Commissioners. Committees have,

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however, been appointed by the Judge of the Common Pleas Court, before whom the appeals were taken; several hearings have been held and early decisions are expected upon the assessments of the Street Board, after which the resolutions will be presented to the Court of Common Council for final passage.

Greenfield Street Extension.

A favorable report was made upon the extension of Greenfield Street from Vine Street easterly to connect with the westerly end of Mahl Avenue at Cemetery Street; the formal layout was prepared by the Board of Street Commissioners, and hearings were held on the award of damages and assessment of benefits, but the publication of the assessment has been delayed by a lawsuit at the westerly end. When this matter is settled, the Street Board will proceed with the layout, and when worked and opened for travel, Greenfield Street will be a prominent east and west thoroughfare, and with Mahl Avenue, Pavilion Street and Blake Street, will make an almost continuous thoroughfare from Windsor Street on the easterly end to Blue Hills Avenue at the westerly end.

Sub-Division of Private Property.

At a joint meeting of the Commission on the City Plan and the Board of Street Commissioners held on January 19, 1909, to consider the acceptance of Cabot Street as projected by the Homestead Park Corporation, it was agreed by all present that an amendment to the City Charter more specifically defining the rights of private individuals to sub-divide properties, should be applied for, and Mr. Charles Welles Gross and Ralph O. Wells were delegated to draw up a suitable bill for presentation to the General Assembly. The following bill was prepared by them, approved by the Court of Common Council, and has since been passed by the General Assembly.

"SECTION 1. No street plotted or opened by any private person, firm or corporation shall hereafter be accepted by the Court of Common Council until the petition for same with plot or plan showing proposed location of such street or highway, and its widths, shall have been referred to and approved by the Commission on the City Plan."

It is to be hoped that under the authority of this bill more

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care will be exercised by property owners in the layout of streets which the city will later be called upon to accept as public thoroughfares, and that more attention will be paid to the location, direction and width of adjoining streets, so that the street system when completed will form a harmonious whole.

J. P. Allen's Proposed Boulevard.

During the past year much time has been spent by the Department of Engineering in making surveys, maps, and estimates for the consideration of the petition of Mr. J. P. Allen *et al.*, for the layout and acceptance of a boulevard or highway along the line of the intercepting sewer on the easterly side of Park River between Wilson Street and Flatbush Avenue. In the formal proposition, the petitioners and owners of about ninety per cent. of the land needed for the improvement, agreed to give the land necessary for roadway purposes, and the remainder between the proposed highway and Park River for a public reservation, provided certain terms specified in the offer were complied with, the principal one being that the entire work should be carried out within one year. Toward the end of the last fiscal year an attempt was made to reach a compromise whereby the petitioners would agree that the work should be spread over two or three years, partly because of the estimated cost of the work, and partly on account of the demands for several large appropriations for other specific purposes. While the report of the joint committee to whom this petition was last referred, reported against submitting it to the voters at the last spring election, the Court of Common Council at its last meeting referred the whole matter back to the Board of Finance and the Commission on the City Plan.

Development of John Coombs' Tract of Land.

Since the issuance of the last report of the Commission on the City Plan, surveys and maps have been made of the large district between Bond Street and Preston Street for the purpose of determining the best method of providing suitable highways for the development of the tract of land belonging to Mr. John Coombs. As a result of this study, the Commission and the Board of Street Commissioners at a joint meeting, unanimously

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voted to recommend an extension of George Street from Preston Street to Bond Street, and the layout of a new street, to be known as Wilton Street, located between Stedman Street and George Street and extending from Adelaide Street to Bond Street. The formal layouts of both of these streets have been made and the Board of Street Commissioners are now determining upon the award of damages and the assessment of benefits.

New Submissions and Action Taken Thereon.

During the past year the following matters have been considered and acted upon by the Commission on the City Plan.

Tower Avenue from Blue Hills Avenue Westerly.

On the petition of Messrs. Henry D. Whitney and E. A. Kenyon, the Commission voted on April 21, 1908, to establish new street, building and veranda lines and grade on Tower Avenue from Blue Hills Avenue westerly for about 2,000 feet. The formal layout was made by the Board of Street Commissioners, and has since been completed.

Illuminated Sign Ordinance.

On April 21, 1908, the proposed illuminated sign ordinance was discussed, and on May 7, 1908, a special meeting was held with the joint standing committee on ordinances and a joint special council committee, at which time several persons interested were heard, for and against the proposed illuminated sign ordinance. At the close of the hearing, a vote was passed requesting an opinion from the Corporation Counsel on the powers of the city to permit such encroachments on the public highways.

On May 11, 1908, the following opinion was submitted by Corporation Counsel Francis H. Parker:

To the Joint Standing Committee on Ordinances; the Joint Special Committee of the Court of Common Council; and the Commission on the City Plan:

GENTLEMEN: Your inquiry as to the power of the City of Hartford to adopt a proposed ordinance allowing Illuminated Signs to project over the sidewalks of the city, has been considered.

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The proposed ordinance if adopted permits the maintenance of signs projecting three feet over the sidewalk, provided the signs are at least nine feet above the sidewalk, and are illuminated from night fall to 10 o'clock at night. During hours of non-illumination these signs are no less objectionable than ordinary projecting signs during the entire twenty-four hours; they present the same elements of danger, the same obstructions to the light and to the circulation of air in the streets. The element of danger to persons passing and repassing upon the sidewalk is greatly increastd by reason of the means of illumination with which they must be provided.

Without considering the broad question presented, to wit, whether the Court of Common Council has the power by ordinance to license encroachments upon the streets of the city, which make them less safe and diminish their value to the public, it is enough in my opinion that the proposed ordinance is in direct contravention of an existing ordinance forbidding the use of signs projecting over the sidewalks. The two ordinances cannot stand together. If the city permits the use of projecting signs, illumniated for a few hours each week day, it must permit the use of illuminated projecting signs. Every objection which applies to the one, applies to the other. If the one is forbidden by penal provisions, the other must be also. "As it is unreasonable and unjust to make, under the same circumstances, an act done by one person penal, and, if done by another, not so. ordinances which have this effect cannot be sustained.——— The powers vested in a municipal corporation should, as far as practicable, be exercised by ordinances general in their nature and impartial in their operation." (1 Dillon, Mun. Corp. sec. 322, McQuillin, Mun. Ord. sec. 193). The issue is perfectly plain, the act prohibited in one instance, to wit, the maintenance of a sign projecting over the sidewalk, is to be allowed by the other. It is unreasonable discrimination of the baldest kind. Two persons engaged in the same business, or in like vocations, are subject to different restrictions under the same conditions. Such discriminations are clearly forbidden by the law.

If the city adopts the proposed ordinance, the existing ordinance upon the subject of signs can no longer be enforced. It will be to all intents and purposes *pro tanto* repealed, and our streets will again be obstructed and disfigured as they were before the adoption of the present ordinance. Every consideration which induced the Court of Common Council to adopt this ordinance is an equally good reason for rejecting the proposed ordinance.

Respectfully submitted,

Corporation Counsel.

The Commission unanimously recommended and the Council approved of the rejection of the proposed illuminated sign ordinance.

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Bolton Street.

On May 21, 1908, the Commission on the City Plan voted to recommend the layout and acceptance of a new street or highway to be known as Bolton Street, between Gully Brook and Vine Street, and extending from Mather Street northerly to Westland Street. The formal layout has not yet been made.

Homestead Avenue Extension from Albany Avenue Northerly.

On May 7, 1908, two numerously signed petitions were received for the layout of Homestead Avenue Extension from Albany Avenue northerly to the city line, paralleling the Central New England Railway. Since that time surveys and maps have been made by the Department of Engineering, and the Commission on the City Plan and the Board of Street Commissioners, at a joint session unanimously voted to recommend the layout of this highway from Westbourne Parkway, northerly to Tower Avenue; the westerly line, except at the two ends, to be 300 feet distant from and parallel with the easterly line of the right-of-way of the Central New England Railway Company. The formal layout of this avenue has not yet been made. With the co-operation of the Town of Bloomfield it is possible to make a new thoroughfare of Homestead Avenue Extension with easy grades between Hartford and Bloomfield, which will be more direct than the present routes by way of Bloomfield Avenue or Blue Hills Avenue.

Julius Street Extension.

Recognizing the opportunity and necessity, the Commission on the City Plan on May 7, 1908, recommended that Julius Street be extended from King Street southerly to Mountford Street, and the layout has since been made.

Development of Area Between Zion Street and Park River

On May 19, 1908, a petition was received from Mr. James P. Allen for the development of the large area of land bounded on the north by Bonner and Wilson Streets; on the east by Zion Street; on the south by Flatbush Avenue, and on the west by

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Park River. This petition was accompanied by a map showing the desired location of a number of highways. The matter was referred to the Department of Engineering for the necessary surveys, maps, etc., and for an investigation and report.

Westbourne Parkway.

On May 19, 1908, the Commission on the City Plan recommended the acceptance of Westbourne Parkway from Keney Park westerly and southerly to Albany Avenue as graded and developed by the Keney Park Trustees, and since then this Parkway has been formally accepted by the city. This street is 100 feet in width and has a parking space of 25 feet in the centre, with a 25-foot roadway, and a 12½-foot sidewalk on each side. This is the first street in Hartford to be laid out in this manner, and as the trees now planted in the central strip and on each side develop, it will grow more attractive daily.

Better Illumination Around City Hall Square.

On May 19, 1908, the Commission considered the resolution introduced by Councilman Sperry for the development of a better system of street illumination on City Hall Square. Meetings were later held with the Board of Street Commissioners, but owing to the termination of the old, and the consideration of a new, street lighting contract, and because of the uncertainty as to the type of street lights which would be adopted under the new contract, no decision was reached. Arrangements were, however, made for the installation of additional underground services in advance of the repaving of City Hall Square, so that more lights can be installed at any time without disturbing the new pavement.

Litchfield and Hartland Streets.

Upon the petition of Mr. Henry D. Whitney, the Commission voted on June 18, 1908, to recommend the layout and acceptance of Litchfield Street from Blue Hills Avenue westerly to Hartland Street, and that of Hartland Street from Tower Avenue northerly to Burnham Street.

In connection with this petition the Commission later favored

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the acceptance of Burnham Street and Harold Street from Blue Hills Avenue westerly to Hartland Street. All of these streets were formally laid out and accepted during the year.

Temple Street Extension.

On August 18, 1908, a petition was received from Normand F. Allen and twenty or more other prominent property owners and business firms on Main Street, for the layout of an extension of Temple Street from Front Street easterly to Connecticut Boulevard. Surveys, plans, and estimates were later made, and on September 15, 1908, a public hearing was held with the Board of Street Commissioners in the Council Chamber. At this hearing several persons appeared and strongly favored the layout of Temple Street Extension, claiming that the present streets running from Main Street easterly to the Connecticut Boulevard were inadequate for the service required of them. At the close of the hearing a sub-committee consisting of Messrs. Buths and Clifford of the Board of Street Commissioners, and Miles B. Preston of the Commission on the City Plan, was appointed to inquire into the assessed and real valuation of the property required for the extension of this street, and to determine where a part or the whole of the estimated damages could be assessed.

On November 10, 1908, a report was received from the above committee giving the assessed valuation of the property required for Temple Street Extension, exclusive of the land owned by the Connecticut River Bridge and Highway District Commission on Connecticut Boulevard, as $13,900, and the actual value as determined by the Committee as $31,702.50. The Committee also showed that by assessing 555 feet on Main Street at $5.00 per foot; 297 feet on Market Street, and 540 feet on Temple Street Extension at $7.50 per foot; and 1735 feet on Old Temple Street, and 530 feet on Front Street at $10.00 per foot, an amount would be raised equal to the estimated award of damages. After a further consideration of this matter, the Commission voted on December 17, 1908, to report to the Court of Common Council, stating that owing to the close proximity of Kilbourn Street and the probable excessive cost of Temple Street Extension, it was not considered advisable to recommend the layout at this time.

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Petition Against Use of Main Street as a Public Market Place.

On August 18, 1908, a petition accompanied by a letter from Mayor Hooker was received from John H. McGuire *et al.*, for the abatement of the nuisance caused by the use of Main Street between Morgan Street and Temple Street by farmers' and peddlers' teams during the early morning hours. It developed at the hearings which followed, that the farmers from the surrounding towns assemble in this section for the purpose of selling their produce to the retail dealers and hucksters, and that sometimes more than a hundred teams assemble in this vicinity, causing great inconvenience to vehicular traffic on Main Street, and access to the sidewalk difficult. This matter was later investigated in detail by a sub-committee consisting of Messrs. Ralph O. Wells and Harry U. Tuttle from the Commission on the City Plan, and Charles Welles Gross of the Board of Street Commissioners. On November 10, 1908, after a personal investigation, this committee submitted a report giving the facts as they found them, and adding that "your sub-committee, however, is of the opinion that it is desirable that means should be provided by which producers can meet the venders or householders desiring to purchase direct, and believe that means for such meeting should be provided, and that the wagons should be prohibited altogether from bringing in wares for sale at the curb. At the same time, we believe that the public highways should not be used for that purpose. The nuisance exists only during the summer months, as during the winter the farmers have no produce to sell in this manner, and comparatively few teams collect for the purpose of exchanging produce."

An attempt was then made, but without success, to find a suitable area which was centrally located and could be used for such purposes. The agitation of this question, however, showed the great need of a central public market space.

Scarborough Street.

On September 15, 1908, the Commission on the City Plan recommended the layout of new street, building and veranda lines and grade on Scarborough Street, as petitioned for by the Rev. Francis Goodwin. Since that time the formal layout

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has been made and the street has been graded and planted by Mr. Goodwin at no expense to the City of Hartford. Formerly Scarborough Street was 60 feet in width and straight between Asylum Street and Albany Avenue. To-day it is 100 feet in width, gracefully curved in alignment, and developed like Westbourne Parkway, with a central parking space 25 feet in width, a 25-foot roadway, and a 12½-foot sidewalk on each side of the central strip. This street, with the new section of Albany Avenue between Baltimore Street and Scarborough Street, and Westbourne Parkway, will hereafter form a continuous and attractive parkway between Keney Park and Elizabeth Park.

Homestead Avenue Extension from Woodland Street to Albany Avenue.

On September 15, 1908, the Commission reported favorably on an extension of Homestead Avenue from Woodland Street to Albany Avenue substantially paralleling the Central New England Railway. The formal layout has since been made by the Board of Street Commissioners and the publication of the assessment of damages and benefits will soon be made.

Oliver, Roger and Humphrey Streets.

On September 15, 1908, favorable action was taken on the layout and acceptance of Oliver Street from New Britain Avenue easterly to Hillside Avenue, and on Roger Street and Humphrey Street from White Street northerly to Oliver Street. The formal layouts have all been made and the last two streets have been accepted, but Oliver Street remains unaccepted owing to a small realty complication near Hillside Avenue. This will soon, however, be straightened out and the final report made to the Council.

Public Comfort Station.

A resolution was received from the Court of Common Council on November 10, 1908, requesting the Commission on the City Plan and the Joint Standing Committee on Public Buildings to consider the advisability of constructing a public house of comfort on or near City Hall Square. On December 17, 1908, at a joint meeting of these two bodies, it was voted to report to

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the Court of Common Council, stating that in the opinion of the joint body, the construction of a public comfort station, centrally located, is desirable, and that it should be built outside of City Hall. This report also stated the probable cost and annual maintenance of such a station.

Cheshire, Monroe and Ansonia Streets.

On December 17, 1908, Mr. William J. Pierce petitioned for the layout and acceptance of Cheshire and Monroe Streets from White Street northerly to Easton Street; and Mr. Isaac Allen, Jr., asked that Easton Street be laid out from Fairfield Avenue westerly to New Britain Avenue. These were favorably reported upon with the recommendation that Easton Street be called Ansonia Street, and the layout of all but Cheshire Street have been completed.

Salem, Torwood and Griswold Streets.

On December 17, 1908, the Commission on the City Plan recommended the layout and acceptance of Torwood Street, Salem Street, and Griswold Street, in the triangular block surrounded by Freeman Street, Maple Avenue, and Fairfield Avenue. All have since been accepted as public thoroughfares.

Clermont Street.

A petition was received from William Francis on February 3, 1909, for the acceptance of Clermont Street from New Britain Avenue northerly. This matter is now before the Department of Engineering for examination and report.

Dr. Bushnell Memorial.

At a joint meeting of the Commission on the City Plan and Board of Finance held on March 16, 1909, the following petition concerning a fitting memorial to Dr. Horace Bushnell was received and considered by the joint committee.

HARTFORD, CONN., March 1, 1909.

To the Honorable Court of Common Council of the City of Hartford:

On January 5, 1854, the people of Hartford by general ballot approved the plan conceived by Horace Bushnell for the establishment of a public

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park in the midst of our city. The present generation cannot begin to appreciate what a nuisance was suffered to exist almost without protest along the banks of the Little River, and how patient, persistent and far-sighted endeavor of a single individual transformed this God-forsaken tract into the park of which we are all so justly proud.

A letter from Dr. Bushnell to the late Donald G. Mitchell, published in 1869, gives most modestly the history of the park's establishment. And what has Hartford done as an expression of its appreciation for the priceless heritage it owes to Dr. Bushnell? Nothing beyond the passage two days before his death of the following resolution:

> *"Whereas,* The park laid out by the city in 1854 has not received any name;
>
> *"And Whereas,* The plan of using the land lying between Elm Street and the Little River for a public park, owes its origin and successful execution, in a large degree, to the foresight, to the able and earnest advocacy and the influence, freely and with generous persistence exerted in public, in private, and through the press, of Horace Bushnell;
>
> *"And Whereas,* It is wise and fitting that the name of a citizen standing foremost among those who have achieved enduring fame in the field of intellectual effort should be associated with the public works of the city, in which his manhood's life has been spent, to which he has been devotedly attached, and for whose adornment, improvement, and general good he has been ever ready to give his time, his influence, and the riches of his genius;
>
> *"Now, Therefore,* In recognition of a reputation in whose honors the city of his adoption shares, and of labors for the public good whose results will add to the happiness and welfare of every citizen;
>
> *"Resolved.* That the public park now commonly called 'The Park', be and hereby is named 'Bushnell Park'."

Committees have been raised from time to time to consider the erection of a fitting memorial to Dr. Bushnell. The latest, appointed about a year ago, in accordance with a resolution of the Municipal Art Society, has carefully considered the question and is strongly of the opinion that the most fitting and acceptable tribute which Hartford can pay to its great benefactor is to continue and complete the work which he began.

Dr. Bushnell's plan contemplated the extension of the park eastward as far as Main Street, thus giving a fitting approach from the main business thoroughfare and revealing the beauty of the Arch Bridge which spans the river at Main Street.

A description of the unsightly and unsanitary condition which has now been suffered to continue for more than half a century between Daniels' Dam and Main Street is unnecessary. Suffice it to say that the condition of the river bed and the inability of the city to control the flow of the water has placed an embargo upon all the adjacent property; has prevented the proper development of this section of the city, and is a constant menace to the health of the citizens. With the dam under

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municipal control, the bed and the banks cleaned and beautified, the values of property would at once greatly increase; a main artery from the south part of the city to the railroad station and the west should be opened; and an inestimable advantage to the city in general would be secured.

We, the undersigned, believing that this improvement should not longer be delayed, do respectfully urge your honorable body to include in the question of appropriations to be submitted to the people at the next general election, a sufficient appropriation for the acquisition of the property lying between Bushnell Park and Main Street and between Elm and Wells Streets, as a memorial to Horace Bushnell.

JOHN M. HOLCOMBE
CHAS. HOPKINS CLARK
HENRY ROBERTS
FRANK C. SUMNER
WILLIAM F. HENNEY
FRANK A. HAGARTY
JOHN H. BUCK
CHAUNCEY B. BREWSTER
JOSEPH H. TWICHELL
ERNEST DEF. MIEL
WALTER S. SCHUTZ
CHARLES W. BURPEE
W. O. BURR
S. C. DUNHAM
WM. B. CLARK
L. B. BRAINARD
W. M. TAYLOR
A. C. DUNHAM
LOUIS F. HEUBLEIN
G. F. HEUBLEIN
EMILY S. G. HOLCOMBE
FRANK W. CHENEY
MARY BUSHNELL CHENEY
DOTHA B. HILLYER
EDWIN P. PARKER
CHARLES E. GROSS
MARY BATTERSON BEACH
LOUIS R. CHENEY

As this petition was not presented to the Court of Common Council until March 8, 1909, there was insufficient time for the consideration of such a large and important subject, and the Commission on the City Plan and the Board of Finance therefore reported on March 22, 1909, recommending that the matter go over to the incoming Council and be referred to the Commission on the City Plan for further investigation and report.

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Streets Named After Connecticut Towns.

Since the plan of naming new streets or renaming old streets after Connecticut towns was adopted, the following selections have been made: Marlborough, Norfolk, Kent, Ridgefield, Enfield, Colchester, Bolton, Litchfield, Hartland, Monroe, Cheshire, Ansonia, Salem, Griswold, Wilton, Brookfield, Manchester, Sterling and Southbury.

Matters for the Advisory Architects to Consider.

In order that Messrs. Carrere and Hastings of New York City may become familiar with the numerous unsolved municipal problems of Hartford, some of which have been considered at various times, we recommend that their advice be asked upon the following problems, arranged with no reference to their relative importance:

1. The treatment of the grounds surrounding City Hall to give a proper base or setting for the old Bullfinch building.

2. The selection of a suitable site for a new municipal office or City Hall building.

3. The selection of the best site for a Technical High School building.

4. The preparation of a special plan for better illumination of the streets in the business section, beginning with City Hall Square; Main Street from Needham's Corner to Park River; Asylum Street and State Street from Union Station to Connecticut Boulevard, Pearl Street, Ford Street, and Morgan Street, and gradually extending to other streets; and using durable and ornamental lighting standards.

5. The widening of Jewell Street and Wells Street to form a better connection between Union Station and the southerly part of the city, as well as to relieve Pearl and Asylum Streets from increasing traffic congestion.

6. The preparation of a general plan for the future development of the Arsenal and Armory and State Library grounds, to harmonize with Bushnell Park; the location of new bridges over Park River within the limits of these grounds, and plans for rebuilding the bridges opposite Union Station and at the foot of Trumbull Street.

7. Opening a new easy grade highway across Bushnell

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Park and the Arsenal and Armory grounds from Union Station to the corner of Broad Street and Capitol Avenue, to avoid the heavy grades on Trinity Street and Asylum Hill in travelling to and from the shop district.

8. The extension of Bushnell Park to Main Street.

9. The extension of Bushnell Park to Connecticut River.

10. The control of the banks of Park River from the Connecticut River to the city line, to prevent the establishment of objectionable industries and the pollution of Park River by the establishment of river reservations. This can now be done especially along the north and south branches of Park River, at much less expense than at some future date.

11. The regulation of the flow of Park River between the Connecticut River and Broad Street, so as to remove much of the present unsightliness.

12. The control of some of the smaller streams like Gully Brook, Cemetery Brook, Folly Brook, etc., within the city limits to prevent the dumping of ashes and rubbish along their banks, which later wash down into the sewer system of the city and have to be removed at great expense. Also the advisability of gradually enclosing these streams and appropriating them as a part of the sewerage system of the city. Their use as surface water carriers is indispensible, but should they be left open and kept attractive and clean, or be enclosed and become mere sewers.

13. The widening of High Street and the construction of a trolley line therein to furnish a better connection between the northerly and northwesterly sections of the city with the Depot, High School, State Capitol and manufacturing district. The construction of this trolley line would relieve Main Street, Asylum Street and Pearl Street in the vicinity of City Hall Square, of much transfer congestion, and would also be a great saving in time for trolley patrons using the new line.

14. The extension of Walnut Street to connect with the westerly end of Chapel Street, and the opening of a new street from the easterly end of Chapel Street at Trumbull Street easterly to Main Street opposite Talcott Street, thus providing, with Homestead Avenue, a new outlet from Main Street to the city line at Bloomfield.

15. The widening of Morgan Street from the new Freight Yards of the N. Y., N. H. & H. R. R. Co., to Main Street, and

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possibly its extension westerly or southwesterly toward Union Station.

16. An extension of Broad Street from Farmington Avenue northerly across Asylum Street, the grounds of the Deaf and Dumb Asylum, swinging westerly around the Garden Street Reservoir and connecting with Garden Street at Collins Street. Broad Street and Garden Street would then form a continuous highway from Goodwin Park on the south to Keney Park on the north, and would be the best location for the first cross-town trolley, as it would intersect all trolley lines from the west, and bring the pupils from all of these lines direct to the High School, and thus relieve much congestion at City Hall Square. It would also furnish a better connection with the manufacturing district.

17. Plan for changes in railroad grades at Union Station so that Asylum Street and Church Street can pass over instead of under the tracks.

18. Plan for relieving congestion under Asylum Street railroad bridge if railroad tracks remain at present grade.

19. Best location for new railroad station.

20. Plan of carrying all railroad tracks under Asylum Hill.

21. Plan of constructing tunnel under Asylum Hill for freight trains only, and of letting passenger train tracks remain substantially at present location, where splendid view of Bushnell Park can be obtained.

22. Plan of raising railroad tracks from Broad Street southerly, for the abolition of all grade crossings. This plan would give greater headroom at the Park Street crossing, and would permit an extension of Capitol Avenue under the new track grade to connect with the Boulevard and Capitol Avenue west of Park River.

23. Plan for the elimination of all grade crossings north of the tunnel.

24. Plan for extending Niles Street from Woodland Street westerly across Park River to connect with Fern Street at Girard Avenue, thus forming a continuous easterly and westerly thoroughfare from Sigourney Street to Main Street in West Hartford.

25. Plan for a new thoroughfare for the relief of Farmington Avenue by connecting Hurlburt Street, Hopkins Street, Queen Street, Hawthorne Street and Warrenton Avenue, thus

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forming a continuous highway from Union Station to Vanderbilt Hill in West Hartford.

26. Plan for widening Farmington Avenue from the junction of Asylum Street to Prospect Avenue. This Street could gradually be transformed and made into one of the finest avenues in America. If widened it should be made from 100 to 125 feet in width from Asylum Street to West Hartford, and continued at perhaps a lesser width through to Farmington. It could now be widened between Woodland Street and Prospect Avenue, where there are few trees to interfere, and before the roadway is reconstructed. In the older section between Woodland Street and Asylum Street the lines could now be established and new trees planted on the new lines, then it could be gradually widened perhaps a block at a time as the older trees die off and the pavement needs renewing. It would probably take 20 or 25 years to accomplish this result, but it could be done, and the congestion on this street is increasing daily and some relief must be planned before many years. If Asylum Street was carried over the railroad tracks, the avenue from the High School down to Ford Street should be 150 feet in width and thus form a grand outlet to the rapidly growing westerly section of the city.

27. Plan for widening Asylum Street from Farmington Avenue to Sumner Street. This improvement is badly needed.

28. Plan for the removal of the Garden Street Reservoir. If track changes are made at the depot so as to carry Asylum Street over them, the material in the embankments could be used for the new approaches of Asylum Street over the railroad. The removal of the Garden Street Reservoir would also permit a better location for Broad Street Extension from Farmington Avenue to Collins Street.

29. The construction of the second cross-town trolley line in Sigourney Street.

30. The construction of the third cross-town trolley line in Scarborough Street, Whitney Street and Smith Street.

31. The appropriation of a circular or semi-circular space at the summit of Prospect Avenue north of Asylum Street as a park feature, and to preserve one of the grandest views of Hartford and the surrounding country. A retaining wall could be built around the portion east of Prospect Avenue, and benches or settees could be provided as a resting place for visitors.

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32. The widening of Albany Avenue between the Tunnel and East Street.

33. A general plan for the layout of all undeveloped areas, and a determination of the location and width of all new streets across these areas to best connect with the present street system and to prevent objectionable sub-divisions.

34. The selection of suitable areas for additional children's playgrounds.

35. The advisability of limiting the height of buildings on all streets surrounding Bushnell Park so as to preserve a suitable setting or framing for this priceless treasure.

36. The advisability of limiting the height of buildings throughout the city, the limit to vary in different sections according to the use of the property, or in proportion to the street widths.

37. What preventive measure should be adopted against disastrous fires, whether by an extension of the fire limits, the opening of new streets through the hazardous areas, or the installation of a high pressure fire system.

38. A plan for the improvement of housing conditions so as to prevent intensive congestion, and reduce unnecessary deaths from preventable diseases.

39. A plan for best regulating objectionable billboard advertising, the smoke nuisance, and unnecessary street noises.

40. Layout of Church Street Extension from the corner of Spruce and Church Streets northerly and westerly to the corner of Garden and Ashley Streets.

41. The opening of the easterly end of Grove Street to the Connecticut River, and the recovery for the use of the public of whatever rights the city has in the easterly end of this street.

42. The extension of Ann Street from Asylum Street southerly to Pearl Street.

43. The advisability of dividing the city into zones for different uses and with possibly different restrictions regarding height of buildings, and the percentage of area which can be built upon, etc., following the practice which is being introduced in several German cities.

These are some of the numerous municipal problems which the people of the City of Hartford have for years been discussing, or will be called upon to solve as the city grows and develops

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into greater Hartford, and the more they are discussed and the more the people of Hartford familiarize themselves with these practical problems, the better the solution of each will be. They all need careful, considerate and exhaustive study, and the best thought which the people of Hartford can give them. Although many of these problems will remain unsolved for many years, and the present generation may not live to see them solved, or other and better solutions may be found by those who come after us, it will do no harm for us to grapple with these problems.

The list which the Commission has here given is not by any means a complete list of the many questions which have been or should be considered in the preparation of a report upon the future development of the City of Hartford, in an intelligent and comprehensive manner. Many other questions will arise in a study of the plan, and the Commission on the City Plan hopes that any and all citizens of this city who so desire, will take the opportunity of presenting orally or in writing, any questions which they wish to have considered in this comprehensive study.

Respectfully submitted,

EDWARD W. HOOKER.
JOSEPH BUTHS,
WILLIAM A. MOORE,
FREDERICK L. FORD,
MILES B. PRESTON,
RALPH O. WELLS,
CHARLES A. GOODWIN,
HARRY U. TUTTLE,
Commission on the City Plan.

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Third Annual Report

OF THE

Commission *on the* City Plan

TO THE

MAYOR AND COURT OF COMMON COUNCIL

CITY OF HARTFORD, CONNECTICUT

Year Ending March 31, 1910

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1910

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MEMBERS OF THE COMMISSION ON THE CITY PLAN.

HON. EDWARD W. HOOKER,
Chairman

JOSEPH BUTHS,
President Board of Street Commissioners

WILLIS I. TWITCHELL,
President Board of Park Commissioners

GEORGE A. PARKER,
Superintendent of Parks

FREDERICK L. FORD, City Engineer,
Secretary

RALPH O. WELLS, to May 1, 1910,

WILLIAM H. HONISS, to May 1, 1911.

HARRY U. TUTTLE,
Member of Board of Aldermen

HEYWARD H. WHAPLES,
Member of Common Council Board

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HARTFORD, CONN., July 19, 1910.

To his Honor Mayor Edward L. Smith and the Honorable Court of Common Council:

SIRS:

In accordance with the established custom, we take pleasure in submitting our third annual report reviewing the work of the Commission on the City Plan for the year ending March 31, 1910.

The changes in the personnel of the Commission during the year were as follows: Willis I. Twitchell, President of the Board of Park Commissioners, succeeded William A. Moore; William H. Honiss, by appointment of Mayor Hooker, succeeded Miles B. Preston; Harry U. Tuttle, representing the Board of Aldermen, succeeded Charles A. Goodwin; Heyward H. Whaples, member of the Common Council Board, succeeded Harry U. Tuttle. Mr. George A. Parker, Superintendent of Parks, became a member by virtue of the following charter amendment, approved March 30, 1909:

"Section one of a resolution amending the charter of the City of Hartford concerning a commission on the city plan, approved March 26, 1907, is hereby amended to read as follows: That there shall be a commission on the city plan, which shall consist of the mayor, who shall be its presiding officer; the president of the board of street commissioners; the president of the board of park commissioners; the superintendent of parks; the city engineer; two citizens neither of whom shall hold any office in the city government; one member of the board of aldermen, and one member of the common council board, to be appointed as hereinafter provided.

Meetings During the Year.

During the year there were seven regular meetings of the Commission, and ten special or joint meetings with other city commissions, or joint standing committees of the Court of Common Council.

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Contract With Carrere & Hastings.

A contract was made with Messrs. Carrere & Hastings, architects, of New York City, for the preparation of a preliminary study and report upon the future development of the City of Hartford in an intelligent and comprehensive manner as provided for in the Budget of the Commission by the Board of Finance and the Court of Common Council. Partly owing to the absence of the City Engineer in Europe, but more especially because of the pressure of more important work, Carrere & Hastings made very little progress under their contract. Mr. Carrere was in Hartford for a few interviews, and Mr. Oliver, his assistant assigned to this work, spent several days here traveling around the city with the City Engineer, and later studying the city plan with him, and collecting such data as would be of assistance to Messrs. Carrere & Hastings in their preparation of their general plan and report. It is hoped that during the year 1910, marked progress can be made with this work, and that the preliminary plan and report can be completed by Carrere & Hastings, and then published by this Commission.

Memorial to Dr. Horace Bushnell.

The petition signed by twenty-eight prominent citizens and presented to the Court of Common Council on March 1, 1909, urging the city "to include in the question of appropriations to be submitted to the people at the next general election, a sufficient appropriation for the acquisition of the property lying between Bushnell Park and Main Street, and between Elm and Wells Streets, as a memorial to Horace Bushnell," was considered too important and the time too short to properly present the matter to the voters at the spring election in 1909.

At the meeting of the Commission in May, 1909, Mayor Hooker reviewed in considerable detail the work performed by the Committee of the Municipal Art Society to determine the probable cost of acquiring the land necessary to extend Bushnell Park to Main Street. As near as this Committee could learn the value of this property, based upon the rental income, would be from $300,000 to $500,000. This Committee found a great deal of difficulty in getting prices, as the property owners were disinclined to furnish such information, and as this voluntary Committee had no authority or funds to secure options its

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estimate was only an approximate one. As the city was then obligated to carry forward many public improvements involving a large expenditure, and as the sum needed to purchase this property seemed prohibitive at that time, and the task of raising even a small portion of it by private subscription so great, the matter was tabled with the understanding that it could be taken up at a later date. This Commission is still of the opinion that a fitting memorial commemorating the great work of Dr. Horace Bushnell should and will be provided for in the City of Hartford, but just what the memorial should be or how it should be provided for, this Commission is not at the present time prepared to say. It is possible that the location of the new Municipal Building or group of buildings below the Morgan Memorial may add impetus to the movement for the extension of Bushnell Park to Main Street, or even further toward the Connecticut River, and, it may not be out of place to say, that this Commission hopes the time will come when Bushnell Park will be extended easterly to the Connecticut River, thus reclaiming both banks from their present filth and squalor, and restoring them to their former cleanliness and attractiveness. The present movement for the City of Hartford to acquire the Daniels Mill privilege is a most commendable one, and if carried through will place the City of Hartford in a position not only to better regulate the flow of water in Park River and thus greatly improve its sanitary condition, especially during the warm summer months, but it may help to extend Bushnell Park to Main Street.

Victoria Road.

On June 1, 1909, on petition of Mr. Charles H. Slocomb, the Commission recommended that Victoria Road be accepted between Wethersfield and Franklin Avenue, provided the property owners would consent to the establishment of a grade at the Wethersfield Avenue end, which would correspond with the grade of Wethersfield Avenue when changed to form the northerly approach to the new railroad bridge, which must eventually be built over the Valley tracks of the N. Y., N. H. & H. R. R. Co., it being apparent to the Commission that this dangerous grade curving must be eliminated before many years. A grade satisfactory to the property owners, and one which will protect the city from future claims for damages, was agreed upon, and the layout of Victoria Road has since been completed.

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Mansfield and Capen Streets.

A petition was received from Mr. J. M. Grant for the layout and acceptance of a new street extending from Vine Street to Edgewood Street, and located between Raymond Street on the south and Capen Street extension on the north. Favorable action was taken on this petition and the layout has been completed. At the same time a favorable report was made on the layout of an extension of Capen Street from Vine Street westerly to Edgewood Street.

Raymond Street Extension.

The petition of R. M. Cowles and others, for the extension of Raymond Street easterly from Vine Street has been delayed until the proposed Bolton Street, from Mather Street to Capen Street, has been accepted, as the easterly end of Raymond Street would terminate at Bolton Street, and the policy of the city is unfavorable to the layout of public streets with dead ends or no outlets into other streets.

J. P. Allen's Proposed Streets.

At various meetings during the year the discussion over the development of the large tract of land bounded on the north by Wilson Street; east by Zion Street; south by Flatbush Avenue; and west by Park River, and controlled by Mr. J. P. Allen, was continued, and the matter was finally referred to a special committee consisting of Mr. Edward Mahl, representing the Board of Street Commissioners, and Mr. G. A. Parker, member of the Commission on the City Plan, to further investigate and report. On December 17 the following interesting and instructive report was submitted by this committee:

REPORT REGARDING THE SO-CALLED "ALLEN BOULEVARD."

"Your Committee having considered the matter referred to them, and after consultation with Major James P. Allen, would report that while no renewal of the contract for giving the land between the proposed highway and river has been made with the different owners, yet in his opinion such a renewal of contract would be made should the city approve of the proposed street and conditions as stated in the original proposition, and would do the work during the year of 1910. He does not require that the road shall be completed in all respects, but sufficiently well graded and constructed with a bridge across the river as to enable him to sell lots, or otherwise dispose of his interest.

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"We understand that the reasons advanced for opening this street have been that the city should control the banks of all streams within its borders and the opening up of a large tract of land for residential purposes, which is now, and has been in the past, bottled up between the ledges of Rocky Ridge Park on the east and the river on the west, the north being obstructed by Pope Park, which extends across the entire northern slope of this valley. We consider these reasons ample to justify such actions, for the demand for house lots in Hartford is about six hundred per year and the available land is being rapidly taken — so much so, that if relief is not soon given in some way, the price of house lots will increase, under the laws of supply and demand, and will soon be beyond the reach of workmen earning $3.00 or less per day, even if they have not already reached that price at the present time.

"There are about six hundred acres of unoccupied lands south of Pope Park in Hartford which will probably, before many years, have a population of something like twenty thousand people. This land at the present time can be bought at a very reasonable price and there seems to be a good prospect that the people who are interested in the better housing of the employees of our manufactories will be able to procure a goodly number of these acres at such prices, which, when graded and ready to be built upon, can be sold for $100 per lot. This can be done without loss to those interested, and also without profit, it being the plan that all profits, if any, should go for the improvement of the streets and additional land beyond a five per cent. interest on the money invested. It seems probable that four hundred of such lots at this price could be ready for the market next season, and we have some assurance that one hundred and fifty of them will be taken by workmen to build upon as soon as offered. It seems to us that for the good of the city as a whole, this should be brought about as soon as possible, but it cannot take place unless some opening is made into the factory district with a bridge across the river for a free passage way.

"The so-called 'Allen Boulevard' does this. It is probable that the increased taxes, by this section being built upon, would entirely compensate the city for all money expended here and that the city would be nothing out in doing this work.

"We would further call your attention to what seems to us a fundamental principle of city planning, which is, that any decided physical feature of a city, — be it large or small, — should receive serious consideration as to what its ultimate development should be as early as possible in its process of development. The valley of the south branch of the Park River is such a feature for Hartford. It comprises about one-twelfth of its entire area, and so far, without any unity in design or characteristic of its topography. Around its edges a few streets have been laid out on the gridiron pattern; the interior is undeveloped.

"As we see this valley, its development should have the following features:

"1st. A strip on both sides of the railroad some 500 feet or more wide should be reserved for factory purposes.

"2d. Bartholomew Avenue should be made eighty feet wide and

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continued to New Britain, as it would give the shortest, most direct, and easiest grades between the two cities.

"3d. That a narrow strip on both sides of the river should be reserved for public use with many paths and frequent foot bridges.

"4th. The slopes east of the river should be developed for homes for employees in the factories.

"5th. A freight yard and freight house should be erected near the junction of Park Street and the railroad, which would accommodate the factory district and would relieve the congestion somewhat in the center of the city.

"6th. That Bartholomew Avenue should be continued nearly parallel with the railroad from Park Street to Willow Street and Capitol Avenue, making Capitol Avenue a continuous road to New Britain.

"7th. That in some way connection should be made between Bartholomew Avenue and Woodland Street at its junction with Farmington Avenue, making a continuous roadway between the northwestern part of the city to the factory district and beyond to New Britain.

"8th. To our notion this snarl of conditions, caused by the junction of the Park River Valley with the valley of the north and south branch of this river and the passing of the railroad across these bad lands, is the knot that must be untied or cut in order to give relief to this territory and make Parkville and the factory district more of an integral part of Hartford. It is probable that the larger part of our citizens do not realize that there is growing up in this section a population which is becoming more and more separated from the main part of the city, and if care is not taken, will become a gangular independent of Hartford, knowing not its tradition or principles, and caring little for the general welfare of the city; a force which will sooner or later have to be reckoned with. I doubt if people realize how Park Street is fast becoming a second Main Street and independent retail district. A person can live there comfortably and never see the Main Street stores.

"To tie this section to Hartford with living strings seems most important, and the cutting of the Gordian Knot at the junction of the two rivers and the widening of Park Street if possible to an eighty-foot street from Main Street to the City Line, and some sort of a connection between Capitol Avenue near Broad Street to Asylum Street near the railroad station seems most desirable.

"While these questions may not seem to be connected with the 'Allen Boulevard,' yet that is one of the first steps toward the introduction of some twenty thousand people in this district, and if the relation of this district to the rest of the city is not now thought out, it promises to become more and more difficult as years go by.

"We most heartily recommend the acceptance of the 'Allen Boulevard' practically along the lines as designated on the proposed plan.

"EDWARD MAHL,
"Member Board of Street Commissioners.
"G. A. PARKER,
"Member City Plan Commission."

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Later a plan for building a pile bridge over Park River, as a temporary expedient, and for the layout and rough grading of Brookfield and one other street on the easterly side of Park River, at a cost not exceeding $10,000.00, was favorably reported by this Commission and the Board of Finance, but the recommendations were not approved by the Court of Common Council.

H. D. Whitney's Subdivision.

Mr. Henry D. Whitney's petition for the acceptance of a subdivision of land on the westerly side of Franklin Avenue nearly opposite Eaton Street, raised the question of the layout or development of the large area in the southerly part of the city, bounded on the north by South Street, on the east by Wethersfield Avenue, on the south by the City Line, and on the west by Goodwin Park; and the Department of Engineering was requested to prepare a map of this large area showing how it could best be developed from the city's standpoint. At a subsequent meeting it was voted to recommend the layout of an extension of Campfield Avenue from Preston Street southerly to the City Line; also an extension of George Street from South Street to the City Line; and the acceptance of Victoria Road, and two other streets on the Whitney tract from Franklin Avenue westerly. Considerable detail work has since been done upon the layout of these streets, but they have not yet been formally presented to the Court of Common Council for approval.

Subdivision of the Gillette Tract.

On August 9, 1909, Mr. Lancaster submitted for the consideration of the Commission a subdivision prepared by Engineer A. B. Alderson for the development of the Gillette tract of land on the southerly side of Albany Avenue just westerly of Blue Hills Avenue, a portion of which was formerly used for a racing tract. At the conclusion of the hearing upon this petition, the Commission voted to recommend the layout of the four streets running southerly from Albany Avenue to Homestead Avenue, as shown upon the subdivision and to approve of the subdivision. As three of the proposed streets were practically extensions of Baltimore Street, Kent Street, and Adams Street, previously laid out north of Albany Avenue, the same names were assigned to the three westerly streets of the group south

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of Albany Avenue, and the remaining one was named Milford Street.

Removal of City Hall Drinking Fountain.

The attempt to remove the drinking fountain for horses from in front of City Hall to some other central and convenient location, precipitated a lively discussion, which extended through several joint meetings with the joint standing committee on Water Works and the president of the Board of Water Commissioners. At first it was planned to discontinue the fountain altogether, on the ground that Main Street in front of City Hall was becoming more and more congested, and that the stopping of several teams in front of City Hall at the same time caused additional congestion which came dangerously near being a public nuisance. The Humane Society and the various teamsters strongly opposed the discontinuance of the fountain, and then an attempt was made to find a suitable location around City Hall Square, it being the opinion that any other location would be inconvenient. After three substitute locations had been agreed upon at three different times, the last one being at the easterly end of the Post Office Building at the head of State Street, the Council voted against the discontinuance and the removal of the fountain.

McMullen Avenue.

Upon the petition of the Selectmen of the Town of Wethersfield. the Commission voted to accept a new street running from Victoria Road southerly to the City Line, for a distance of about 140 feet, to be known as McMullen Avenue. This street is to be continued southerly in the Town of Wethersfield for nearly 2,000 feet to Jordan Lane.

Isle of Safety at the Head of State Street.

The proposition to establish an Isle of Safety at the head of State Street encountered about as perilous a voyage as the plan for the removal of the City Hall drinking fountain, and made no more headway. The need of providing some place where people waiting for trolley cars at the corner of State and Main Streets can assemble and at the same time be protected from vehicles and inclement weather, and yet not congest either

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the sidewalks or roadway is apparent to all who have observed the condition in that vicinity daily. Plans were prepared for the construction of an Isle of Safety, about the length of one trolley car, in State Street adjacent to the northerly rail of the westbound track, with an artistic covering and with a few settees for aged or infirm persons. There was as strong opposition to this plan as to the previous suggestions to build a covering over the southerly sidewalk of State Street, or to erect a trolley waiting station on the northwesterly corner of the City Hall grounds. After abandoning all of these plans the suggestion was made that a space about the size of the proposed Isle of Safety in State Street, should be roped off with portable iron posts, similar to those used by the traffic squad at congested locations in New York City, to see if the people waiting for cars would get accustomed to assembling within such an enclosure. A resolution to carry this plan into effect was passed by the Council and referred to the Board of Police Commissioners.

Plainfield Street.

Before considering the petition for the acceptance of Plainfield Street, the Commission had a map prepared of the entire area bounded on the north by Tower Avenue; on the east by Ridgefield Street; on the south by Westbourne Parkway, and on the west by Blue Hills Avenue. The suggestion was made that a new highway be laid out between Blue Hills Avenue and Ridgefield Street and extending from Westbourne Parkway on the south to Tower Avenue on the north, passing along the high ridge from which a commanding view can be obtained of the surrounding country. A public hearing was held to test the sentiment of the property owners in that vicinity, and it appeared that a majority were opposed to the plan, — those north of Holcomb Street being almost unanimously opposed to the proposed street. Most all favored the layout of east and west streets, crossing the ridge. After this hearing, the Commission recommended the acceptance of Plainfield Street, and the layout has since been completed.

Speedway in Riverside Park.

On November 16, 1909, the Commission approved a plan of Mr. George A. Parker for a speedway in Riverside Park, and

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thus disposed of in a most satisfactory manner, a problem which has been before the city for several years.

Marshall and Case Streets.

At the same meeting favorable action was taken on the lay-out of Marshall Street extension south of Farmington Avenue, and Case Street between Laurel Street and Marshall Street extension, both located on the large property on the southerly side of Farmington Avenue between Laurel and Forest Streets, formerly owned by Miss Ellen Case.

Ornamental Drinking Fountain.

At the December meeting of the Commission, a communication was received from the First Church of Christ regarding the donation of an ornamental drinking fountain to be located on the northwest corner of Main and Gold Streets. The donor offered to erect an ornamental drinking fountain at an expense of $500.00 provided the city would agree to furnish the water necessary for its operation. The Commission considered this a very generous offer, and the gift one which would be much appreciated by the people passing up and down Main Street during the warm summer months, and recommended the acceptance of the offer, the design of the fountain to be approved by the donor, the Center Church, and the Municipal Art Society.

Some Possibilities of the Hartford Basin.

On December 17, 1909, the following interesting and instructive report was submitted by Mr. George A. Parker, Superintendent of Parks and member of this Commission:

"Would Hartford care for a thousand or more factory sites of five acres each? Every one with water front and railroad tracks where boats and cars could leave and take their freight from the factory doors? With an abundant supply of water for factory purposes, and land enough within walking distance for the employees to live in comfortable homes?

"If Hartford cares for all this, the opportunity is hers and hers alone, for nowhere else in New England is there an equally favorable opportunity for locating factories that would probably employ something like a hundred thousand workers and add toward a half million to Hartford's population, making her the leading city of the nation in the manufacture of that class of goods requiring skilled workmen, making Hartford a force in the betterment of the world.

"Is this a dream or wild imagination? If this could be brought about

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by the waving of a magic wand, it would be called wonderful. But Hartford requires no magic wand. It is not even wonderful. It is simply taking advantage of the opportunity that lies at our door, and which has waited for years to be taken.

"What might be called the 'Hartford Basin' of the Valley of the Connecticut River, extends from where the river passes between the high lands near Bissell's Ferry on the north, to where it flows out between the high ground at Rocky Hill and South Glastonbury on the south, something like sixteen miles long and varying from one to two miles in width.

"I sometimes wonder if people realize the beauty and possible usefulness of this great inland basin, the largest of the river valleys in Southern New England, surrounded by picturesque hills and with a tide water stream passing into it from the sea between high hills. Its great extent makes it impossible to comprehend, as a whole, unless one can see it with their eyes shut. The favorable conditions and location of this great valley seem to indicate that it is to have a future as important as the valley is extensive.

"The basin between the Hartford Bridge and Rocky Hill might be called the 'South Basin,' containing about fourteen square miles subject to overflow.

"Of the basin north of the stone bridge, it will probably be many years before needed for manufacturing purposes; but it seems as if the time might be ripening for the serious consideration of the development of the 'South Basin.' This contains, at a rough estimate, 9,000 acres, and if, after improvement, one-third of its area is water there would be 6,000 acres which could be used as building sites for factory purposes.

"The elevation of these large meadows is such that they are covered with water during floods some six weeks or more. This has prevented them from being used for building purposes. Preserving them, as it were for a larger use in the future, and also providing ideal conditions for digging wide and deep waterways for vessels to enter the different basins with freight.

"If these waterways were cut at about right angles with the trend of the valley, on both sides of the river, and about 1,000 feet apart, or at such distances as the excavation would equal the fill necessary to make the remaining land above high water, it would result in about thirty of these waterways. Some of them are over a mile long, and would give, if both sides were considered, something like fifty miles of water front for factory purposes.

"The digging of the waterways could be done from the water side by steam dredges or pumps, and the stone needed for retaining walls could be handled both at a quarry, and in building the walls, from the water sides by steam, so that the cost of all this work would be at the minimum. Under conditions, as they seem to exist, I doubt if the average cost per acre of filling the land, digging the canals, and building the walls need to exceed $2,000 per acre.

"If this work is undertaken, it should be on such a scale as would allow an economical and well-balanced plant, and if successful after the

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scheme was established, the sales of one year would pay expenses of the next, so that the city or state would have to do little but loan its credit and assume the responsibility for the work. It should become a direct profit to the city or state, even as the filling of the 'Back Bay' was to Boston and Massachusetts.

"As one lets their imagination picture the future of such a scheme, it looms large, and seems as if it might become a power for good. It would mean, if Hartford follows her present line of development, a city of half a million of happy, prosperous, vigorous, and skillful workmen with possibilities to make of themselves, their homes, and their children all that is in them to work out, and that is what makes a city worth while.

"I have not attempted to discuss the engineering or financial problems involved, or the legislation necessary. I have referred to Hartford as the Greater Hartford, that municipal unit that is bound sooner or later to include all of this beautiful valley from Bissell's Ferry to Rocky Hill, a valley full of delightful promises. The special blessing of a great opportunity seems to have rested upon all who have lived here in the past, and greater promises to those who are to follow. Half way between its northern and southern extremities, between its eastern and western hills is the Hartford of the present, the nucleus of what the Hartford of the future will be.

"While the engineering problems, which this scheme involves, are not as simple or few as might appear at first sight, yet, think of it as carefully as I can, I see none that cannot be easily met, for all conditions needed for success seem to be at hand, but it would be presumptuous on my part to discuss them at this time. I desire to submit with this statement a sketch map indicating what I had in mind. The outline of the valley as shown on the map represents the twenty foot contour line as shown on the topographical map of Connecticut.

"A much larger possibility also appears in my dream. A dam near Rocky Hill some twelve or fifteen feet high would make the dockage of the Hartford Basin more valuable and less expensive to construct, and would allow boats to go nearly as far up stream as Windsor Locks. Then if another dam was constructed near there, some fifteen or twenty feet high, boats could go to Springfield. Of course, this would call for locks large enough to pass the New York boats, but it would also, at both dams, make available the full water power of the river, sufficient, I imagine, to furnish light and trolley service for the entire valley.

"Such a scheme with our present-day tools and experiences would not be greater than the establishment of the Holyoke Dam and City when that was done with the tools and experiences of those days, and would be small compared with the government works now going on for irrigation purposes in the West, where the nation is spending large sums that a million or more people may find homes on farms. Is it not logical to suppose that the government might be willing to do some of this river work that a million mechanics might find work and homes in our beautiful river valley?

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"I assume that among the duties of the City Plan Commission is the consideration of Hartford as a unit, and that its great natural sub-division is the large factors, or the main frame work, of its development, the skeleton of Hartford, as it were, as a whole. Fundamentally, animals depend upon their skeletons for strength and beauty; and muscles, skins, and features are dependent upon them; and so a city depends upon the large comprehensive frame work of its main physical features for its strength, dignity, and character.

"Hartford physically consists of a wide valley with the Connecticut River flowing through its lowest levels, and the Talcott and Glastonbury and other hills as its boundaries. This seems the natural division. The boundary lines as they now happen to exist are but incidents in its life, and should not control. Believing this, I have made bold to present these suggestions for the possible development of what seems to me the backbone of the Greater Hartford. That is, the lands immediately abutting upon the river as it passes through the 'Hartford Basin.'

"I have no expectation it will be found perfect, but *hope* it may provoke discussion, thereby determining the logical relation of the Connecticut River to the Future Hartford, for I believe that finally this great river must dominate the final development of the material growth and wealth of Hartford.

"Respectfully submitted,

"G. A. PARKER."

Public Comfort Station.

The concurrent resolution to consider the advisability of establishing and maintaining a House of Comfort on or near City Hall Square, was referred to the Board of Finance, the joint standing committee on City Buildings, and this Commission, and is still before this joint committee. While it will be impossible to provide such a convenience this year, as no specific appropriation has been made for such purpose, this Commission hopes that provision can be made for its construction in 1911.

Capitol Avenue Extension.

While the layout of Capitol Avenue extension, between Sisson Avenue and Prospect Avenue, was still before the Superior Court on an appeal from the award of damages and assessment of benefits made by the Board of Street Commissioners, an attempt was made, through a petition presented to the Council, to discontinue all further proceedings, and thus not only sacrifice all the work which had been done upon the layout, but prevent the opening of a street which will be a great public benefit.

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This petition was referred to a joint special Council Committee, the Board of Street Commissioners, and this Commission, and on December 29, 1909, a hearing was held and the matter was unfavorably reported. Since that time the committee appointed by the judge of the Superior Court has made his report, and the layout will undoubtedly soon be completed.

Linnmoor Street.

On January 18, 1910, the petition for the acceptance of Linmoor Street between Fairfield and Maple Avenues was favorably reported, and the layout has since been completed.

Middlefield Street.

At the same meeting this Commission recommended the acceptance of Middlefield Street between Eaton Street and Victoria Road, and extending from Wethersfield Avenue to Franklin Avenue.

Clermont, Giddings, and Dexter Streets.

On February 8, 1910, favorable action was taken on the petition for the acceptance of Clermont Street, and in connection with this layout it was voted to lay out sections of Giddings and Dexter Streets, to furnish proper outlets to all three, and to prevent dead-end streets.

New Trolley Lines.

On February 8, 1910, this Commission met with the joint standing Committee on Railroads to consider the concurrent resolution asking for better trolley service in the northwesterly part of the city, and at its conclusion a sub-committee consisting of Alderman Frank W. Whiton, Councilman William R. Berry, and Joseph Buths, was appointed to confer with Mr. Bristol, manager of the Connecticut Company, regarding the proposed new railway lines, and to report the result of this interview.

Later a similar petition for the construction of a trolley line in Maple Avenue was referred to the same sub-committee, and on March 15, 1910, a report was made by them, but owing to an oversight neither of these two matters were reported to the Council.

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Widening of Wells, Trumbull and Jewell Streets.

On February 16, 1910, a joint meeting of the Board of Street Commissioners, the Board of Park Commissioners, and this Commission, was held to consider the widening of Jewell, Trumbull, and Wells Streets. At the conclusion of the discussion it was voted to report to the Council that the only practical way of widening Jewell Street is to first condemn the Daniels Mill privilege, and if the Council concurs in this opinion, that steps be taken for condemnation proceedings.

Acceptance of Various Subdivisions.

During the year this Commission has approved many subdivisions of property, and it is worthy of notice that no realty plots are now put on record at the Town Clerk's office without the approval of this Commission.

Paper Read at Rochester on the City Plan Commission of the City of Hartford.

At the suggestion of the Commission, the paper read at the Second National Conference on City Planning at Rochester, New York, on The Commission on the City Plan of Hartford, Connecticut, by the Secretary, is given in full at the conclusion of this report.

Respectfully submitted,

EDWARD W. HOOKER,
JOSEPH BUTHS,
WILLIS I. TWITCHELL,
GEORGE A. PARKER,
FREDERICK L. FORD,
RALPH O. WELLS,
WILLIAM H. HONISS,
HARRY W. TUTTLE,
HEYWARD H. WHAPLES,
Commission on the City Plan.

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Paper read at the Second National Conference on City Planning at Rochester, N. Y., Wednesday, May 4, 1910, on The Commission on the City Plan of Hartford, Conn., by Frederick L. Ford, City Engineer:

While Hartford may not be the first city in this country to establish a permanent Commission on the City Plan, it is one of, if not the first to have one created by Legislative authority, and its charter contains several interesting features which other American cities can well afford to adopt.

Hartford is what may be called a commission-governed city, although entirely different from the more recent ideas of commission government as illustrated by the Galveston and other similar plans.

The Legislative body of Hartford consists of two Boards, the senior one known as the Board of Aldermen with twenty members, presided over by the Mayor, and the junior body called the Common Council Board, consisting of sixty members. The city is divided into 10 wards and each is represented by two aldermen and four councilmen. Each spring one alderman and four councilmen are elected from each ward. While it is possible under this plan to change the entire delegation from any or all of the wards in the lower board, the upper branch of the city government always has ten experienced hold-over aldermen, thus assuring the people that its legislative work will not be managed by an entirely inexperienced set of men.

The administrative work of the city is performed by various bi-partisan commissions, each consisting of six members, three from each of the two leading political parties. Each year the mayor appoints two representatives, one from each party, to hold office for a term of three years, or until their successors are elected and qualified. Under this plan, any mayor can, if his appointees are loyal, and in entire sympathy with his policies, gain control of each of the appointive commissions one year after election with the appointment of the second two men.

The various commissions are the Board of Street Commissioners, Water Commissioners, Police, Fire, Charity, Health, etc. The Board of Park Commissioners varies from the other regular commissions, as it consists of ten members, and operates under a separate charter granted at the time of its organization.

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Previous to the creation of the Commission on the City Plan, the Court of Common Council and the Board of Street Commissioners were the only bodies which passed upon or had anything to do with the layout of streets. Under its charter the Board of Street Commissioners has charge of street construction, maintenance, and cleaning, street lighting, bridges, sewers, the removal of ashes, rubbish, and garbage, and other miscellaneous matters in connection with the management and safety of the public highways. All matters relating to public parks, squares, parkways connecting the various parks, etc., were passed upon by the Board of Park Commissioners.

I have dwelt at some length upon the organization of the Legislative and Administrative branches of the Hartford City Government to show the relationship with the new Commission on the City Plan.

In preparing the charter amendment for this new commission it was desirable from every point of view, that it should first of all be a representative body which the other commissions and the citizens at large would have absolute confidence in and respect for, and secondly, that it should, as far as possible, be removed from any and all political influence.

The original resolution passed by the Connecticut General Assembly in January, 1907, providing for a Commission on the City Plan for Hartford, is as follows:

SECTION 1. That there shall be in the City of Hartford a Commission on the City Plan, which shall consist of the Mayor, who shall be its presiding officer, the President of the Board of Street Commissioners, the President of the Board of Park Commissioners, the City Engineer, two citizens, neither of whom shall hold any other office in said city government, one member of the Board of Aldermen, and one member of the Common Council Board, to be appointed as hereinafter provided.

SEC. 2. The necessary expenses of said Commission shall be paid by the city, but no member thereof shall be paid for his services as such member.

SEC. 3. During the month of April, 1907, the Mayor shall appoint one citizen member of said commission to hold office for two years, and one citizen member to hold office for three years from the first of May then next ensuing, and in the month of April, 1909, and in April in the years thereafter when the terms of such citizen members respectively expire, the Mayor shall appoint one citizen member of said Commission for the term of three years from the first day of May then next ensuing. During the month of April, 1907, and in each April thereafter, the Board of Aldermen and Common Council Board of said city shall each appoint

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from its own number a member of said Commission to hold office for the term of one year from and after the first day of May then next ensuing. The members of said Commission shall hold office until their respective successors are elected and qualified.

SEC. 4. All questions concerning the location of any public building, esplanade, boulevard, parkway, street, highway, square, or park shall be referred to said Commission by the Court of Common Council for its consideration and report before final action is taken on such location.

SEC. 5. The Court of Common Council may refer to said Commission the construction or carrying out of any public work not expressly within the province of other boards or commissions of said city, and may delegate to said Commission all powers which the said Council deems necessary to complete such work in all details.

SEC. 6. Said Commission may make or cause to be made a map or maps of said city, or any portion thereof, showing locations proposed by it for any new public building, esplanade, boulevard, parkway, or street, and grades thereof, and street, building, and veranda lines and grade thereon, or for any new square or park, or any changes by it deemed advisable in the present location of any public building, street, grades, and lines, square or park, and may employ expert advice in the making of such map or maps.

SEC. 7. Said City of Hartford, acting through said Commission or otherwise, shall have power to appropriate, enter upon, and hold in fee real estate within its corporate limits for establishing esplanades, boulevards, parkways, park grounds, streets, highways, squares, sites for public buildings, and reservations in and about and along and leading to any *or* all of the same; and, after the establishment, layout, and completion of such improvements, may convey any real estate thus acquired and not necessary for such improvements, with or without reservations, concerning the future use and occupation of such real estate so as to protect such public works and improvements and their environs, and to preserve the view, appearance, light, air, and usefulness of such public works.

An amendment to this charter was obtained in 1909, providing that the Superintendent of Public Parks should also be a member of said commission, thus making nine members.

From a study of its charter the difficulty of gaining political control of the Commission on the City Plan is apparent. It would involve control of both legislative branches of the city government and all of the city commissions represented on the commission.

Since the organization of the commission, many matters of public interest in Hartford have been considered and acted upon by the new commission. I expect the outside opinion formed from the two reports thus far issued would be that the commission had been rather inactive. To a certain extent this is true, but the members felt that the commission should move

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conservatively and cautiously at first until the relationship with the other commissions was thoroughly established, and the confidence of the people obtained.

It is somewhat difficult to introduce a new commission into any city where the administrative work is being performed by several commissions covering practically the entire field of endeavor and working satisfactorily. Each has certain well defined rights and prerogatives, and a new commission with similar authority is liable to overlap into the field of other commissions and cause trouble, unless the work of the new commission is cautiously planned to avoid such confliction.

As a general rule new matters originating in the Council are now first referred to the Commission on the City Plan, for investigation and report. Their recommendations are reported back to the Council and then referred to some regular city commission for definite action. If the matters relate to the lay-out of streets, the Board of Street Commissioners proceeds with the preparation of the descriptive layouts in accordance with the city charter, and along the lines recommended by the Commission on the City Plan.

In accordance with section 6, the Department of Engineering is now preparing topographical maps of the outlying sections of the city, preparatory to the layout of streets over all undeveloped areas. The City of Hartford intends to lay out such streets over every undeveloped acre within the city limits, even though no physical work may be done upon them for the next two decades. Care will be taken to see that they harmonize with the older existing streets, and that provision regarding the width of all streets shall, as far as possible, anticipate the uses which such streets will later be subjected to.

Hartford like many American cities has suffered from the destructive work of outside real estate speculators, who have purchased areas within the city limits and subdivided them with little or no reference to the layout of adjoining city streets or the customary or proper size of building lots. To avoid this practice, which did more than anything else to injure the development of our street system along rational lines, the following ordinance was passed:

SECTION 1. No street plotted or opened by any private person, firm, or corporation shall hereafter be accepted by the Court of Common

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Council until the petition for same with plot or plan showing proposed location of such street or highway, and its width shall have been referred to and approved by the Commission on the City Plan.

SEC. 2. The Town Clerk shall, upon the filing in his office of any such plot or plan showing layout of any such proposed highway or street, immediately send to the party so filing such plot or plan a copy of this ordinance.

Now every property owner must submit his property subdivision to the Commission on the City Plan before filing it, and obtain their approval before the city will proceed with the acceptance of the streets shown thereon. This enables the Commission to determine the location, width, and direction of all streets, and incidentally to control the size of building lots and city blocks, as the owners usually are reluctant about carrying out any plans in opposition to the Commission's advice, which might later imperil the acceptance and maintenance by the city of their proposed streets.

The clause in the charter of the Commission which will undoubtedly most appeal to you is the last one, which provides that the city "acting through said Commission or otherwise, shall have power to appropriate, enter upon, and hold in fee real estate within its corporate limits, for establishing esplanades, boulevards, parkways, park grounds, streets, highways, squares, sites for public buildings, and reservations in and about and along and leading to any or all of the same, and, after the establishment, layout, and completion of such improvements, may convey any real estate thus acquired and not necessary for such improvements, with or without reservations, concerning the future use and occupations of such real estate so as to protect such public works and improvements and their environs, and to preserve the view, appearance, light, air, and usefulness of such public works."

This is a very broad charter provision, and some will undoubtedly question its constitutionality as an encroachment on individual property rights. Thus far we have had no occasion to test it, but if it is held to be constitutional it will undoubtedly prove to be the most valuable feature in the charter provision.

While the Commission on the City Plan of Hartford is especially well organized and working under a charter amendment which we consider possesses many distinctive advantages, I have

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often wondered whether its powers should or should not be extended to include such duties as are now performed by various art commissions in American cities; and its personnel include possibly a painter, an architect, and a sculptor. I should like the advice of those present on this feature.

Messrs. Carrere & Hastings of New York City, have been retained as expert advisers of the Commission, and it is hoped and expected that within the next year a definite plan will be made and a report issued upon the future development of the City of Hartford along intelligent and comprehensive lines.

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FOURTH ANNUAL REPORT

OF THE

COMMISSION ON THE CITY PLAN

TO THE

Mayor and Court of Common Council

CITY OF HARTFORD, CONNECTICUT

YEAR ENDING MARCH 31, 1911

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COMMISSION ON THE CITY PLAN

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CITY OF HARTFORD, CONNECTICUT

YEAR ENDING MARCH 31, 1911

HARTFORD PRESS
The Case, Lockwood & Brainard Company
1911

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MEMBERS

OF THE

COMMISSION ON THE CITY PLAN.

HON. EDWARD L. SMITH,
Chairman.

JOSEPH BUTHS,
President Board of Street Commissioners.

REV. MICHAEL A. SULLIVAN,
President Board of Park Commissioners.

GEORGE A. PARKER,
Superintendent of Parks.

FREDERICK L. FORD, CITY ENGINEER,
Secretary.

WILLIAM H. HONISS TO MAY 1, 1912.
AUGUSTINE LONERGAN TO MAY 1, 1913.
Citizen Members.

HEYWOOD H. WHAPLES,
Member of Board of Aldermen.

BERNARD BURNS,
Member of Common Council Board.

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HARTFORD, CONN., March 31, 1911.

To his Honor Mayor Edward L. Smith and the Honorable Court of Common Council:

SIRS: We respectfully submit herewith the fourth annual report of the Commission on the City Plan, for the year ending March 31, 1911.

The changes in the personnel of the Commission during the year were as follows: Rev. Michael A. Sullivan, President of the Board of Park Commissioners, succeeded Willis I. Twitchell; Augustine Lonergan by appointment of Mayor Smith, succeeded Ralph O. Wells; Heyward H. Whaples, representing the Board of Aldermen, succeeded Harry U. Tuttle; Bernard Burns, member from the Common Council Board, succeeded Heyward H. Whaples.

MEETINGS DURING THE YEAR.

While only eleven regular or special meetings were held during the year, this does not indicate any inactivity of the Commission, for during the year Mr. Carrere's plans have been completed, which in itself is a great year's accomplishment.

LAND WEST OF ZION STREET.

No definite action was taken during the year with reference to the petition of Mr. J. P. Allen for the development of the large area to the west of Zion Street and extending from Flatbush Avenue on the south to Bonner Street on the north, as the property was transferred to the Liberty Street Realty Company of New York City. The new owners consisting largely of Hartford men, closely identified with the growing manufacturing section in the southwesterly portion of the city, have taken up the development of this area with much energy and enthusiasm. It is now proposed by them to utilize the area between Park River and the railroad tracks for sites for manufacturing industries, for which purpose it is especially adaptable, and to develop the large area to the east of Park River for workingmen's homes. It is proposed to lay out this area in a most useful and attractive manner,

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following somewhat along the lines of the new and popular garden cities in England and Germany. The natural topography of this area offers an exceptional opportunity for such a development with curved streets following the contours of the ground. Probably during the present year the plans for the development of this large area will take definite shape, and the layout and construction of several of the main streets will be petitioned for.

TRACT OF LAND OF ELIJAH A. KENYON.

Plans were approved during the year for the subdivision of the property of Mr. E. A. Kenyon on the westerly side of Blue Hills Avenue, and extending southerly from Tower Avenue, and the proposed streets shown thereon were formerly laid out. Owing to the questionable legality of the layout of the group of streets north of Tower Avenue and west of Blue Hills Avenue, because the original petition for the same was not signed by the requisite twenty-five property owners north of the City line of 1881, all were laid out over again.

HOUSE OF COMFORT.

Considerable attention was given during the year to the solution of the difficult Public Convenience Station problem under the active direction of Mr. Bernard Burns, who fathered the movement for an early decision on the matter in the Court of Common Council. As a result of this renewed activity, preliminary plans were made for two underground stations in the rear of the City Hall building, the one for women directly east of the Mayor's suite of offices and the one for men back of the Water Board's offices. These plans provided in each building for a separate compartment for the City Hall employees, to be entered from the basement of the building, and rooms for emergency purposes, for checking bundles, and for a boot-black stand. It was decided that the heat and light could be furnished from the City Hall plant much more economically than from a separate plant, and as a new heating plant must soon replace the old one in the City Hall building it can easily be made enough larger to care for the two public convenience stations. The estimate of the cost of the two structures made by the architects was $25,000, and at last spring's election the people authorized this expenditure. The plans as prepared provide that the upper portion of each

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building shall project slightly above the ground-line and be formally treated as an appropriate base or setting to the City Hall building as approached from the rear.

The authorization for the construction of the first public convenience stations in this city is of more than ordinary importance, as the need has been very pressing for many years, especially so since the trolley lines began to bring many strangers into the city who arrive at and depart from City Hall Square. Any other location than City Hall Square for the first conveniences would not answer present requirements. It is hoped and expected that the first stations will become so popular that there will be a growing demand for more at convenient locations, like the South Green, the Tunnel Park, and in the vicinity of Union Station. Private enterprises cannot be expected to furnish such facilities for the use of the public, and the municipalities themselves must provide for their installation and maintenance.

BROADVIEW TERRACE, CHANDLER STREET, AND NEWINGTON AVENUE.

The Commission approved of the layout of Chandler Street from New Britain Avenue northerly to Broadview Terrace; of the latter from Chandler Street westerly to Newington Avenue extension which was laid out from New Britain Avenue northerly to Broadview Terrace, thus forming of the three streets a continuous roadway from and to New Britain Avenue, without any dead-end sections.

STREET ALONG PROPERTY OF THE RETREAT FOR THE INSANE.

A petition was received and considered for the layout of a new street or highway along the northerly border of the grounds of the Retreat for the Insane and extending from Retreat Avenue to Maple Avenue, but very little progress was made during the year toward a decision upon this proposition.

At several different times in previous years, attempts have been made to secure a cross-street in this section to avoid the annoyance of the long distance required to pass from Maple Avenue in the vicinity of Morris Street to Retreat Avenue at South Hudson Street, and a layout for a new street between the above two street intersections was presented to the Court of

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Common Council, and hearings were held upon the assessment by the Board of Street Commissioners, but as the damages claimed amounted to some $14,000, and as there seemed to be no chance of assessing any appreciable portion of this amount upon the abutting property, the plan was abandoned. The need for a cross-street in this vicinity is very pressing, and it is hoped that the proposed street along the grounds of the Retreat for the Insane will be carried through this year.

BRIDGE OVER PARK RIVER AT RIVERSIDE STREET.

The Commission on the City Plan favored the plan for the construction of a foot-bridge over Park River between Pope Park and Riverside Street, as it was felt that it would be a great convenience and time saver to several thousand people daily employed in the shops in that vicinity, as the route now followed is long and roundabout in either direction.

BILLBOARD REGULATION.

During the year the following ordinance recommended by The United Associations Committee for a billboard regulation was passed, and if the ordinance is properly enforced there is no good reason why billboard posting in this city should not be properly and reasonably regulated.

"ORDINANCE REGULATING BILLBOARDS AND BILL-POSTING IN THE CITY OF HARTFORD.

"I. No person or corporation shall erect or maintain any billboard or outdoor advertising sign of any character whatsoever upon any land or buildings in the City of Hartford, nor post or display any bill, poster, or advertising device of any kind upon any billboard, kiosk, fence, building, tree, or in any public place without having first obtained the written consent of the owner of such property; and in case such property belongs to the City of Hartford, written permission must be had from the Mayor of said City.

"II. No person or corporation shall post, or display in any public place, any poster, billboard, or advertising device of any character without having first secured a license as a bill-poster as hereinafter provided; except that this shall not apply to advertising of any business upon any building where such business is carried on.

"III. (*a*) Every bill-poster employing one or more men shall secure from the mayor of the City of Hartford annually an employing bill-poster's license to carry on the business of outdoor advertising, for which a fee of twenty-five dollars ($25.00) shall be paid to the City of Hartford; such

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license shall run from January 1st of each calendar year. At the time the same is issued, such employing bill-poster shall file with the mayor of the City of Hartford a list of all boards owned or leased by him, giving the location and size of each.

"III. (*b*) Every person engaged in the business of bill-posting not an employing bill-poster shall secure annually from the mayor of the City of Hartford a license to engage in such business, for which the sum of three dollars ($3.00) shall be paid to the City, and for which he shall receive a badge bearing the number of his license, which badge must always be worn in sight when at work. These licenses shall run from January 1st of each calendar year.

"IV. No bill, poster, or picture of any kind of an immoral or indecent character, nor any bill or picture representing vice or crime shall be exposed to public view in the City of Hartford; and the power shall be vested in the mayor of the City to decide as to the suitability of any such bill or picture for public display; and he may order the employing bill-poster upon whose board may be exposed to public view any bill or picture that, in his opinion, is immoral or indecent or that exploits vice or crime, to remove such bill, and upon failure to do so within twenty-four (24) hours, the mayor shall revoke such license and any license so revoked shall not be renewed for one year from the date of such order to remove.

"V. Every billboard, kiosk, or other device for displaying advertising matter shall be constructed and maintained in a safe and substantial manner, the same to be determined by the Board of Street Commissioners of the City of Hartford, and all such boards and other devices shall at all times be kept in a neat and clean condition. There shall be no loose paper hanging from boards or allowed to fall upon the streets or sidewalk, and no dropping of paste upon the sidewalk. Upon the top of every billboard or advertising sign intended to be included under this ordinance, shall be plainly displayed the name and license number of the employing bill-poster using such board.

"VI. Any citizen may report to the mayor the location of any board and the name and license number of the bill-poster using same upon which is displayed any offensive matter or that is in an untidy or unsafe condition and it shall be the duty of the mayor to investigate every such report, and if necessary, instruct the employing bill-poster using said board to take such action as will make the same conform to the provisions of this ordinance.

"VII. Any employing bill-poster failing to comply with the instructions of the mayor relative to making his boards conform to the terms of this ordinance shall have his license revoked. Any other person violating the provisions of this ordinance shall be liable to such penalties as are prescribed for misdemeanor under the ordinances of the City of Hartford."

WEST CLAY STREET.

The petition of William Clay for the layout and acceptance of West Clay Street was favorably reported by the Commission on the City Plan.

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LIMIT OF HEIGHT OF BUILDINGS.

A communication was received from the Municipal Art Society favoring the passage of an ordinance limiting the height of buildings in Hartford before too late. Inquiries were made of the practice in other American cities and the replies are tabulated as follows:

"CITIES IN THE UNITED STATES WHICH HAVE OR HAVE NOT ORDINANCES LIMITING HEIGHT OF BUILDINGS.

Albany, N. Y.

No ordinance.

Atlanta, Ga.

No ordinance.

Baltimore, Md.

No building more than 175 feet high except that towers, spires, and belfries in fireproof buildings may extend to a greater height.

Boston, Mass.

No ordinance, but building laws provide the following: City divided into districts. District A, buildings of fireproof construction can be erected to a height of 125 ft., in another district the height of 100 ft., in a third, 80 ft., but the buildings in these latter districts are not of the same construction as District A.

Buffalo, N. Y.

"Outside of the fire limits of the city of Buffalo it shall be lawful to erect frame buildings not exceeding 50 feet in height from the sidewalk to the highest point of roof."

Cincinnati. O.

No ordinance.

Cleveland, O.

"No building or other structure hereafter erected except a church spire, shot tower, water tower or smokestack, shall be of a height exceeding two and one-half times the width of the widest street upon which building faces, but no building shall be over 200 ft. high."

Dayton, O.

No ordinance.

Denver, Colo.

"No building or structure to exceed 12 stories excepting spires, towers, smoke stacks, etc. All buildings or structures more than 125 ft. high, absolutely fire-proof."

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Los Angeles, Cal.

Fire district one story only and not over 16 ft. high.

Class A. All buildings upheld by masonry or reinforced concrete or framework of steel or iron. Fire-proof or skeleton construction. No building over 150 ft. allowing 30 ft. for mansard roof — not more than 7 stories.

Class B. Masonry or masonry and steel, and iron or steel buildings, supporting iron or steel masonry. Not over 100 ft. high nor more than 8 stories.

Class C. Masonry or reinforced concrete walls, floors not wholly carried by steel columns, and girders or reinforced concrete or masonry — 85 ft. high, not more than 6 stories exclusive of basements.

Class D. All buildings not included in A, B, and C, 50 ft. high, not more than 4 stories.

Louisville, Ky.

No non-fireproof building or structure outside the fire limits shall exceed 70 feet in height, but this shall not apply to spires of churches or similar buildings outside of the fire limits which may be constructed of wood to a height of 125 ft. above curb level.

Milwaukee, Wis.

No ordinance.

Minneapolis, Minn.

No ordinance.

Newark, N. J.

No ordinance.

Paterson, N. J.

No ordinance.

Philadelphia, Pa.

No ordinance.

Portland, Ore.

Class I.	(absolutely fireproof)	12 stories or	160 ft.
Class II.	(fireproof, short span)	12 " "	160 "
Class III.	(fireproof, long span)	10 " "	140 "
Class IV.	(semi-fireproof)	6 " "	85 "
Class V.	(mill construction)	6 " "	85 "
Class VI.	(ordinary construction)	4 " "	60 "
Class VII.	(frame construction)	3 " "	42 "

Providence, R. I.

No ordinance. Building law provides "No non-fireproof building or structure hereafter erected should exceed 65 feet in height."

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"No fireproof (ordinary) building or structure hereafter erected shall exceed 120 feet in height except that structures or appendages may be built upon roofs of said buildings not exceeding 20 feet in height, provided that said structure or appendages shall be built of incombustible material throughout."

"Every building hereafter erected or altered to be used as a theatre or public station which exceeds 3 stories or more than 40 feet in height, shall be built fireproof (absolute) except as hereinafter specified."

Reading, Pa.

No ordinance.

Nashville, Tenn.

No ordinance.

Richmond, Va.

No ordinance.

Rochester, N. Y.

No ordinance. Height regulated to conform to size and strength of foundations and construction of walls.

San Antonio, Tex.

No ordinance.

San Francisco Cal.

Fireproof buildings, 102 ft., semi-fireproof buildings from 55 to 86 ft.

Spokane, Wash.

No ordinance.

Salt Lake City, Utah.

No ordinance.

Syracuse, N. Y.

No ordinance.

Tacoma, Wash.

No ordinance.

Toledo, Ohio.

No ordinance.

Trenton, N. J.

No ordinance.

While no decision was reached the matter is now being actively considered by the Municipal Art Society at the request of the Commission on the City Plan, and a proposed ordinance will soon be submitted.

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NEVELS BROTHERS' SUBDIVISION.

The petition of Nevels Brothers for approval of their subdivision of property on the easterly side of Vine Street north of Capen Street was referred to a subcommittee of the Commission, but their report was not received in time for definite action upon the matter during the year.

CUTS OF PROPERTY SUBDIVISIONS.

Upon the suggestion of Mr. George A. Parker, Superintendent of Parks and member of this Commission, it was voted that hereafter each annual report of the Commission shall contain cuts of all property subdivisions approved during the year. In this way a permanent chronological record will be made in the reports of this Commission of all real estate developments which should prove of great value in the years to come.

FENWICK STREET.

A petition was received from Mr. T. Charles Tredeau for the layout and acceptance of Fenwick Street, and the Department of Engineering was requested to study the entire undeveloped area in that vicinity and make specific recommendations for its complete development.

EXHIBIT AT CITY PLANNING CONFERENCE.

Upon invitation the Commission voted to send the plans prepared by Messrs. Carrere & Hastings of New York City for the future growth and development of Hartford, to the first municipal exhibit of city planning in the United States at City Hall in connection with the Third National Conference on City Planning held in Philadelphia, on May 15, 16, and 17, 1911.

NEW STREET WEST OF SCARBOROUGH STREET.

The petition of Francis Goodwin *et al.* for a new street west of Scarborough Street and extending from Asylum Street to Albany Avenue was favorably considered by the Commission, and the formal layout has since been carried out.

MONOGRAPH ON PUBLIC COMFORT STATIONS.

By vote of the Commission this report is followed by a monograph on Public Comfort Stations prepared by Frederick L. Ford,

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Secretary of this Commission. It is the intention of the Commission to include a similar monograph on some live municipal function in each year's report of the Commission in order that the reports may not only be more interesting to the public but so that a permanent record may be made of the best practice in each city of handling the numerous and vexatious problems which are continually arising.

Respectfully submitted,

EDWARD L. SMITH,
JOSEPH BUTHS,
MICHAEL SULLIVAN,
GEORGE A. PARKER,
FREDERICK L. FORD,
WILLIAM H. HONISS,
AUGUSTINE LONERGAN,
HEYWARD H. WHAPLES,
BERNARD BURNS.

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MONOGRAPH

ON

PUBLIC COMFORT STATIONS

BY

FREDERICK L. FORD

In this era of great civic awakening and significant progress along all lines of municipal endeavor, no city should feel that it has performed its full duty to its citizens until it has provided at public expense for the construction and maintenance of a sufficient number of public comfort stations to amply provide for their physical necessities. Now, more than ever before, municipal problems must be solved with special reference to their sanitary importance, or their relationship, either directly or indirectly, to the health and happiness of the people, for it is not only public convenience and public health that are conserved by such provision, but good order and public morality as well.

Physicians are generally agreed that the absence of such accommodations in American cities not only results in physical discomfort and suffering, but is a direct cause of many diseases.

A prominent Chicago physician, in speaking of the great importance of public comfort stations, says, "There is no doubt that over-distension of the bowels and bladder, particularly from the prolonged retention of their contents, can result in the most serious damage to the individual, male or female." Another expresses the opinion that "many of the common complaints that physicians meet with today are due very largely to the irregularity of bowel and bladder activity."

The Street Improvement Committee of the Civic League of St. Louis, in preparing a report on "Public Comfort Stations for St. Louis," communicated with a large number of physicians of that city to obtain their opinion on the need of such facilities,

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and from over two hundred replies, there was not a dissenting expression on their "absolute necessity as a health measure."

A few of the opinions received follow.

"Public comfort stations are as essential to the health of the city as are dispensaries."

"To the healthy, comfort stations are a convenience, but to those unwell they are an absolute necessity."

"In foreign cities public comfort stations have proven a valuable aid to health. I am sure that in our American cities great suffering and much ill health are due to the lack of ready accessible facilities."

"Many of the ills to which the flesh is heir can be traced directly to neglected habit. This neglect is not infrequently due to lack of toilet accommodations."

As a health measure, therefore, if for no other reason, the expenditure required for the construction and maintenance of a suitable number of public comfort stations is fully justified. And when compared with other municipal expenditures, the cost of these conveniences is so small and the benefits derived from their use are so great, that no city can well afford to longer neglect a subject so closely identified with public health and public morality.

It seems almost incredible, in view of the commercial, industrial, and financial supremacy which American cities have already attained, that not more than ten or fifteen have what may strictly be called public comfort stations, maintained at public expense in the business districts, where a large number of people daily pass or congregate. It is encouraging, however, to know that many American cities, and these are not wholly confined to the larger ones, are awakening to the gravity of the situation, and are now turning their attention to this long neglected subject, realizing more than ever before their great responsibility for the health and happiness of their citizens.

Public comfort stations are just as valuable municipal assets as are public parks and public baths, which contribute so directly and so largely to public health and happiness.

THE NEED AND HOW IT IS PROVIDED FOR IN AMERICAN CITIES.

In order to determine to what extent the need for public comfort stations is now provided for by private rather than public endeavor, Mr. V. C. Hart, Jr., made a careful study of this ques-

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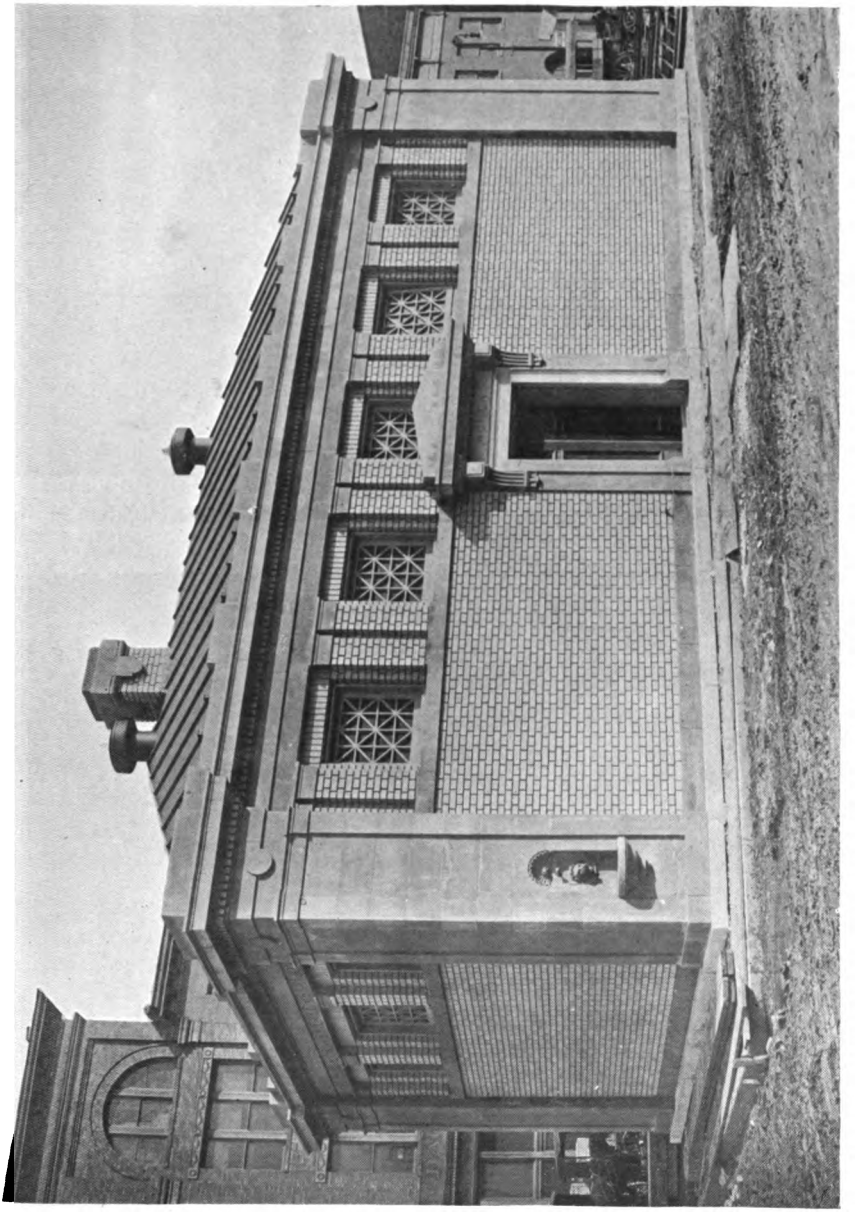

First sanitary convenience built in Baltimore, Md. Located in the center of a wide street opposite public markets.

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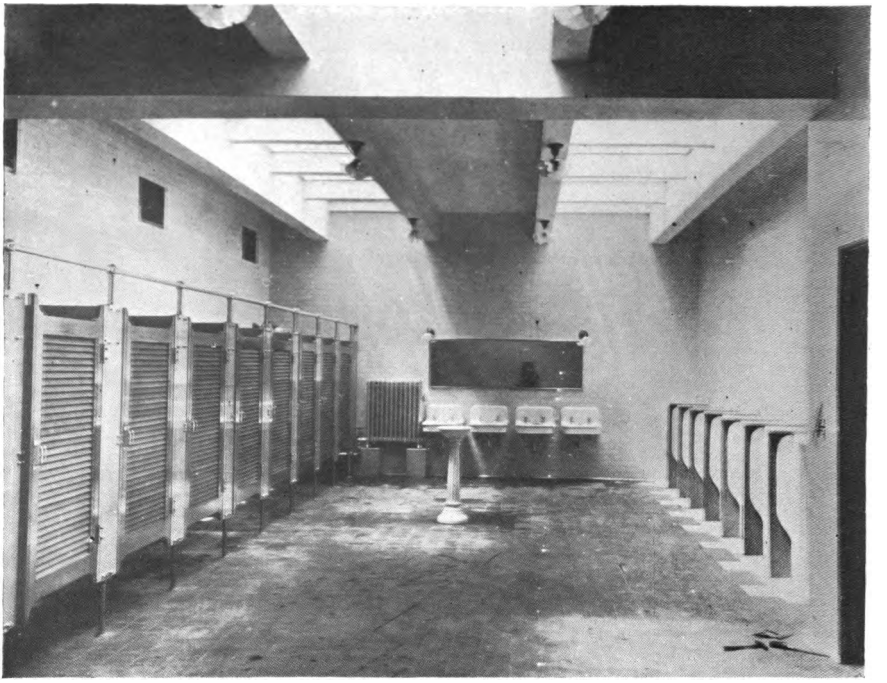
Entrances to an underground station built under a public thoroughfare in Glasgow, Scotland.



Cincinnati, Ohio. Interior View of men's compartment, showing an abundance of overhead light areas. This station appears to have an extravagant amount of space between the different fixtures, unless it was designed with the idea of later installing more fixtures. Note bubbling fountain near center of room for supplying drinking water.

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tion in the down-town or "loop-district" of Chicago, where the population during working days is variously estimated at from 500,000 to 1,000,000 people. His investigation was made between February 1 and May 1, 1907, and included visits to nearly every available place a person in need of toilet facilities would be likely to go. As a result of this investigation, Mr. Hart concluded that the saloons of the city of Chicago were meeting the public demands for toilet accommodations more than any other agency, there being about three hundred of them in the "loop district." He says that "a visit to twenty saloons brought out the facts; first,— that every saloon visited had toilet facilities; second, that the saloon men regard this privilege as bringing in more trade than their free lunch counters; and third, that their toilet facilities are constantly used because they are so convenient, so numerous, and a man always feels that he is welcome." It was also found that practically all of the large office buildings have toilet accommodations for their own tenants, and that they are used quite extensively by strangers.

"In the large Monadnock office building, the elevator starter stated that the problem was a very serious one with them, as many outsiders were using their toilet rooms, especially in the morning, and that the tenants were crowded out and were complaining. Several of the starters in different buildings stated that if they could keep the public from using their toilet rooms they would be able to reduce their elevator service one-third." "The elevator starter at the First National Bank building stated that 'Quite a number of women came to him and asked permission to use the toilet rooms, and while we could see that they were embarrassed in making such a request of a man, the necessity was greater than the embarrassment.'" "One elevator starter said that 'he allowed any man to use the toilet facilities in his building if he was respectable looking, but if he was dirty and looked like a tramp he sent him to the saloon across the street.'"

The department stores were also found to be contributing very largely to the relief, by providing not only for their own employees, but also for their customers and strangers.

Mr. Hart speaks of the following incident which happened at a meeting of the labor unions in Chicago, to illustrate the value of toilet facilities in department stores. "While they were discussing the question of asking the department stores to close on

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Labor Day, one member of the union arose during the discussion and said that he was in favor of keeping the department stores open on that day because if they were closed, his wife and daughters would have nowhere to go in case they wanted to use a toilet room, and the same would be the case with thousands of other women and children who came to see the parade. It is needless to say that the department stores were not asked to close on that day."

The conditions found in the "loop district" of Chicago are no different from those prevailing in the business districts of every American city. The need of toilet facilities is being provided for very largely, and in many cases almost wholly by private endeavor rather than at public expense. While such facilities may partially satisfy public needs during working hours and days, how can they meet the requirements during evening hours when many of the buildings are closed, and especially on Sundays and legal holidays when all are supposed to be closed to the public?

While individuals and corporations must as a matter of necessity provide toilet facilities for their own employees and may as a matter of good business be willing to provide additional accommodations for their patrons or customers, they undoubtedly look upon the use of their toilet facilities by strangers as an intrusion tolerated but unwarranted. The imposition means additional elevator service, water bills, toilet articles, plumbing bills, as well as increased wear and tear on the fixtures.

But there is still another class of people whose duties keep them almost continuously upon the streets and whose needs cannot be satisfied in stores and office buildings. Many of these are regular city employees, such as policemen, letter carriers, street cleaners, inspectors of various departments, etc. President Roosevelt, when police commissioner of New York City, said, "One great trouble we have in trying our policemen for going into saloons in uniform is that they can now plead legitimate excuse." Then there are a great number of drivers of various delivery wagons, motor cars, and other vehicles, messenger boys, and canvassers of every description upon the streets. In the summer time, in the colder climates, and throughout the year in many cities, thousands of men are employed upon the construction of street railways, sewers, water, gas, electric, and telephone systems, and various other kinds of outdoor municipal work. Surely, these men, dirty

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Cincinnati, Ohio. Exterior View of underground station in Fountain Square, showing ornamental cast iron ventilator shaft, and entrances to the separate compartments on opposite sides of paved plaza. These entrances are partially screened from view by the effective use of potted plants.

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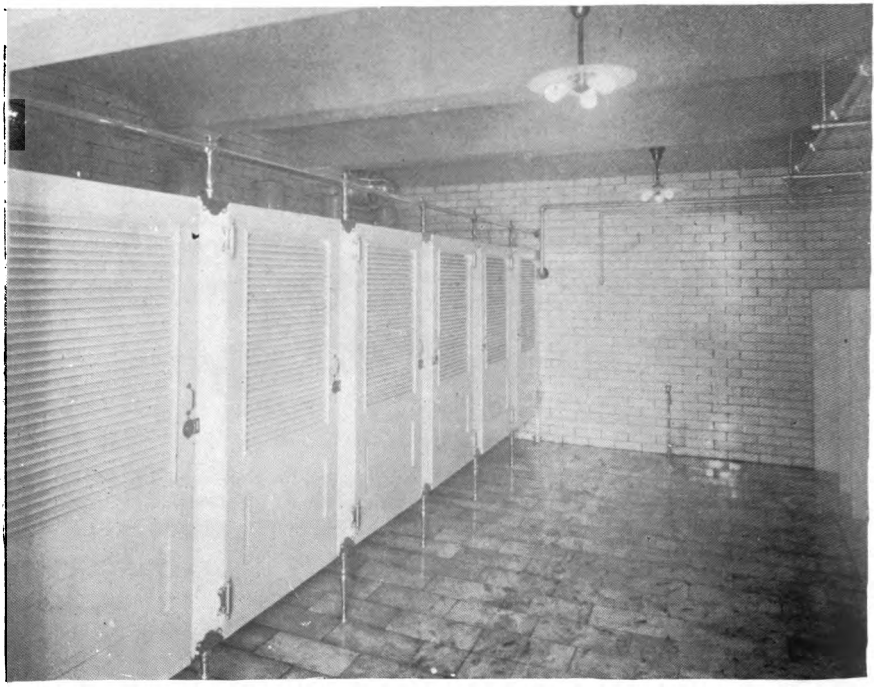
Cincinnati, Ohio. Interior View of women's compartment. Note glazed tile flooring and enameled brick walls, affording excellent facilities for flushing the entire station with a hose at the end of the day's use.



Kansas City, Mo. Interior View of public comfort station for men only.

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as they are from the very nature of their work, would not be tolerated in the toilets of stores or office buildings maintained at private expense, but they are never turned away from the saloons.

THE NEED AND HOW IT IS PROVIDED FOR IN EUROPEAN CITIES.

To the American traveler in Europe, as well as to the European visitor in America, the contrast between the number and general use of public comfort stations in American and European cities is strikingly apparent. Throughout England, Scotland, Belgium, Holland, Germany, France, Austria, and in other European countries, public comfort stations are as common and as popular as are parks, playgrounds, boulevards, public baths, etc., and they are considered even more of a public necessity. Since 1891 the City of Liverpool has constructed and now maintains between twenty-five and thirty urinals, and three combination stations all built underground and distributed at convenient locations throughout the city. London has built over forty similar conveniences, mostly of the underground type, since 1885. Manchester, Birmingham, Chester, Southport, and many other English cities have equally good and numerous public toilet facilities.

The cities in Scotland have been equally progressive, and in Glasgow, Edinburgh, and the smaller cities there are many examples of up-to-date sanitary conveniences, both of the above and underground type, carefully designed, well constructed, and efficiently maintained. Glasgow alone has between thirty-five and forty above and underground convenience stations, each in charge of regular attendants.

In Belgium, at Antwerp and Brussels, especially, public convenience stations are located at frequent intervals upon the Ring Boulevards, in addition to those in the business districts.

In Holland, at Amsterdam, Rotterdam, The Hague, and the smaller cities public sanitary conveniences are well supplied. The public urinals of Amsterdam could not however well be recommended for our American cities.

In the German cities many of the stations are well located and artistically designed. This is especially true of those at Cologne, Berlin, Dresden, and Munich. Berlin has about one hundred and fifty public urinals, and over three hundred public water closets.

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In Austria, Vienna, Prague, and Budapest are equally progressive in providing sanitary conveniences. Likewise with the cities in France, but the stations in Paris, especially the public urinals, cannot be recommended for adoption in this country. The location of many is too conspicuous, and the design altogether too commonplace.

Go where you will among the cities of the British Isles or upon the continent and you will find sanitary conveniences at frequent intervals. The cities generally throughout Europe appear to have recognized the need of such facilities and to have amply provided for it far in advance of our American cities. Then, too, in the European cities there does not appear to be the same amount of delicacy about using such accommodations as there is in American cities. This is probably due to the fact that they have become as much accustomed to them as they have to other useful municipal functions. It is also probably true that these stations will grow in popular favor in American cities, as the people become more familiar with them and better appreciate their real purpose.

CONGRESS AUTHORIZES FIRST CONVENIENCE STATIONS.

While American cities have been far behind European cities in the establishment of public comfort stations, Congress gave the movement a tremendous impetus by the passage of the following Act in 1905 providing for the first two stations for the District of Columbia:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Commissioners of the District of Columbia be, and they are hereby, authorized and empowered to construct and establish, in the city of Washington, District of Columbia, two public convenience stations, each of the same to afford accommodations for twenty males and ten females.

"Sec. 2. That the said public convenience stations shall be located on public space to be located by the said Commissioners of the District of Columbia. And the jurisdiction and control of such portion of any public reservation so selected as shall be required for the location of such stations and their approaches is hereby transferred from the Chief of Engineers of the United States Army to the Commissioners of the District of Columbia, such transfer to take effect from the date of notice by the said Commissioners to the Chief Engineers of the United States Army of the location of sites of such stations.

"Sec. 3. That upon the construction and establishment of said public convenience stations the said Commissioners are further authorized and

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Interior View of an underground station in Scaveninger, Holland.

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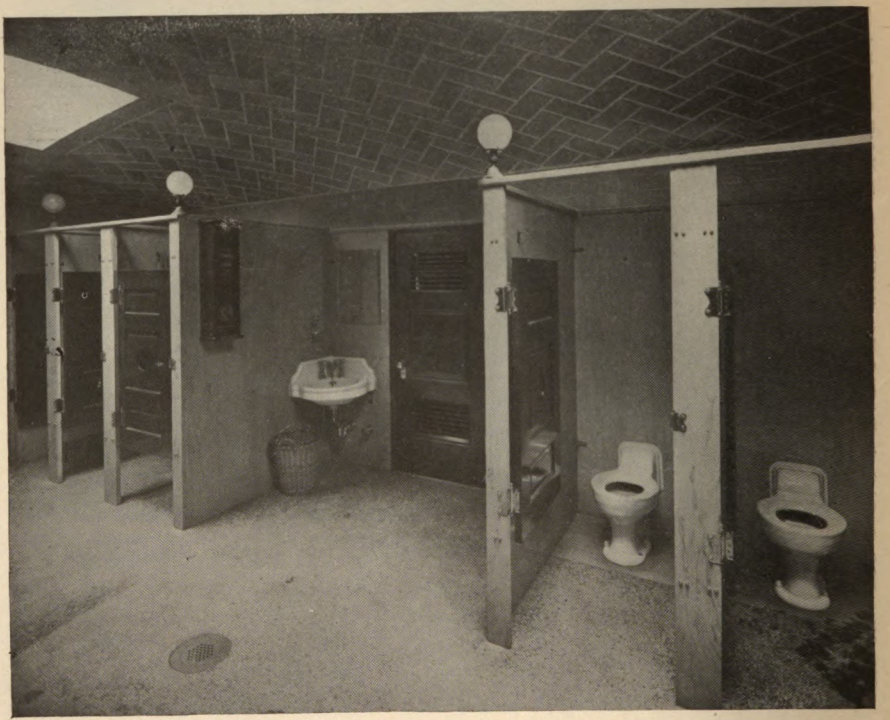
Worcester, Mass. Interior View of women's compartment. Note attractive lavatories, with mirror over each; waste paper basket, nickel-in-the-slot towel, and soap holder, clock, terrazzo floor with slight slope to drain, marble side walls, glazed tile ceiling, and overhead light.



Worcester, Mass. Interior View of men's compartment showing a model type of construction, with porcelain top closets and flushing tanks in a separate compartment in the rear of the closets, operated by pushing a button above each closet.

empowered to make all necessary rules and regulations for the management of the same, as well as to fix the charge, if any, to be made for the use of these conveniences.

"Sec. 4. That for the purpose of constructing and establishing the said public convenience stations, the sum of fifty thousand dollars, or so much thereof as may be necessary, is hereby appropriated, to be immediately available, and to be expended by said Commissioners. And for the purpose of care and maintenance of the same during the fiscal year ending June thirtieth, nineteen hundred and six, the sum of five thousand dollars, or so much thereof as may be necessary, is hereby appropriated, and to be expended by said Commissioners, one-half of the entire sum herein appropriated to be paid out of any money in the Treasury of the United States not otherwise appropriated, the other half to be paid out of the revenues of the District of Columbia."

Since the passage of this bill Congress has authorized the construction of three more public convenience stations, making five in all.

While sanitary conveniences have become popularly known in this country as "public comfort stations," Congress wisely substituted the word "convenience" for "comfort" in the above Act authorizing their construction.

A public comfort station should be a "convenience station" in every sense of the word, and while their primary purpose is to provide toilet facilities, they are capable of being made a public convenience in many other ways, as well illustrated in the Washington stations. In addition to the ordinary equipment, these provide for checking bundles, telephone and dressing room service, and city directories. The women attendants have sanitary napkins and combs for sale for a nickel each, and pins, needles, thread, and the use of clothes brushes are furnished free. Each station is provided with a rest room for women containing a sanitary reed couch and a lavatory.

CHOICE OF LOCATION.

The selection of suitable sites for public comfort stations depends very largely upon the layout and development of a city. Obviously the first stations should be located where they will accommodate the greatest number of people. Such places ordinarily will be found in congested business districts; at the intersection of main arteries of travel; or at prominent street railway transfer points. They should be located as unobtrusively as possible so as not to attract special attention. If in too prominent a location, the natural modesty or delicacy of some people would interfere with their general use at first, or until their physical

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necessities became greater than their embarrassment, and thus partially defeat the purposes for which they are established. But even this consideration should not stand in the way of their establishment. No matter how conspicuous the location, the stations should be constructed where they are most needed.

Municipalities have unusual opportunities for establishing public comfort stations in connection with the erection of court houses, new police stations, fire engine houses, and other public buildings scattered throughout the city. When provided for in this way as a part of the original design, the first cost is greatly reduced. The maintenance charge is likewise much less, for the stations can be heated, and much, if not all, of the janitor service furnished from the adjoining buildings.

After the central districts are provided for, the remoter sections should be next considered. In public parks, amusement centers, shore, river, and lake reservations especially, where a large number of people daily congregate during the summer season, ample provision should always be made for such accommodations.

The availability of the site usually determines the character of the building, that is, whether it can be built above or below the surface of the ground. Frequently in congested business districts, where these conveniences are most needed, there is insufficient land for the construction of aboveground stations. This is especially true of the crowded "loop district" of Chicago, where it is estimated that from five hundred thousand to one million citizens and visitors spend from one to ten hours each working day. Here there are no open triangular spaces or unused squares, as found in many American cities. The street system is the familiar gridiron type, and both roadway and sidewalk spaces are crowded to the limit. There is hardly any city, however, no matter how densely congested, where sufficient room for the construction of entrances to underground stations cannot be sacrificed for this urgent sanitary need. And even Chicago, after an exhaustive investigation of the subject by a great number of associations allied for the purpose of securing "the immediate construction of a sufficient number of public comfort stations in the congested loop district," has found that this can and should be done.

Suitable sites for houses of comfort can be generally classified as follows: 1. Under sidewalks. 2. On or under roadways. 3. In small open spaces at street intersections. 4. In parks or squares near business districts.

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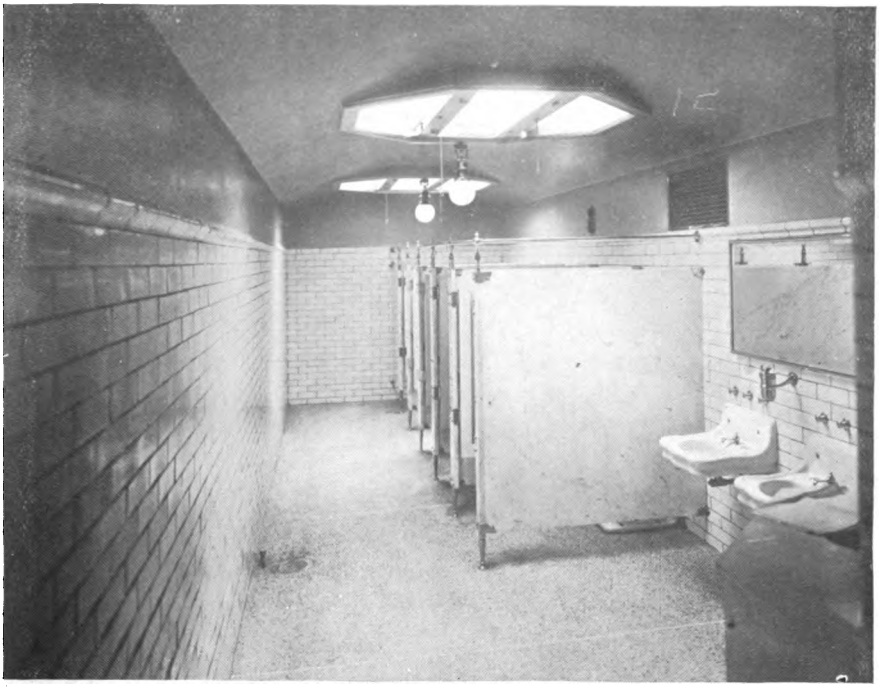
Worcester, Mass. Exterior View of underground station upon the "Old Commons" in the heart of the business district. City Hall building on left of view.



Detroit, Mich. Interior View of women's compartment in underground station in Cadillac Square. Note hard terrazzo floor, floor drain on left of view, glazed brick side walls, and marble and porcelain fixtures.

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Detroit, Mich. Interior View of men's compartment. Note wire glass doors on closets, and label "occupied" when doors are closed; also ceiling light area.

Detroit, Mich. Pay compartment for mother and child. Note that large closet is wholly of porcelain, an important sanitary feature, and more easily cleaned than those having wooden seats; also foul air register and ducts between two closets.

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LOCATION UNDER SIDEWALKS.

In Brooklyn, N. Y., where all of the stations are of the underground type, in three cases at least, the entrances are wholly upon the sidewalk area. In two instances they are located upon the inside of the walk adjacent to public buildings of the Borough, the stations being wholly underneath the sidewalk areas.

The station on Liberty Avenue is located under the sidewalk in front of the new Police Precinct, and well illustrates how easily and economically public comfort stations can be arranged in conjunction with the erection of public buildings. The stone posts carrying the bronze railing at the edge of the stairways are parallel with the façade of the building, and the ventilating shafts surmounted with ornamental electroliers at the curb line opposite the two corners of the building, characterize the public comfort station as an integral part of the police precinct. The Borough Hall station is also wholly underneath the sidewalk area. In London a great many of the underground stations are located beneath the sidewalks.

LOCATION UNDER ROADWAYS.

At the Reid Avenue station in Brooklyn, New York, the stairways are just outside of and parallel with the curb line, both compartments being below the sheet asphalt roadway. The entrances to the two stairways are at offsets in the curb and sidewalk. Both sides of the stairways are amply protected by railings.

The underground sanitary at Hamilton Street, Brooklyn, New York, shows how street intersections frequently unused and sometimes unnecessary for vehicular traffic can be utilized to good advantage for public comfort stations. At this intersection of several streets there is a long crosswalk for pedestrians, and the entrances to the two compartments have been placed parallel with and adjacent to the crosswalk so that only a step to one side is necessary to enter the stairways leading to the toilets below. The station proper is below the sheet asphalt roadway and does not encroach upon or restrict the roadway uses.

The City of Baltimore, Maryland, has selected for the site of its first public comfort station, a location so unusual in this country that the efforts which crystallized in this decision are worthy of special notice. Early in 1907, the writer was called to Baltimore to advise the Free Public Bath Commission upon locations under consideration for the establishment of the first two

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sanitary conveniences. Previously the city council had, by ordinance, restricted the Bath Commission in its choice of suitable sites, by the district bounded on the north by Fayette Street; on the east by Jones' Falls; on the south by Pratt Street; and on the west by Liberty Street. These boundaries surround the most congested business district of Baltimore — that which was devastated by the great fire of February 7 and 8, 1904 — where there is a great demand for toilet facilities, and are naturally found the logical locations for the first two public comfort stations. The exact locations for these two stations was further restricted by ordinance of the city council designating one site as being "in the bed of Light Street, north of Pratt Street, and near the intersection of Light and Pratt Streets,"—and the other "in the bed of Centre Market Space, south of Baltimore Street and between Baltimore and Pratt Streets." After the fire, Light Street, one of the main thoroughfares leading down to the shipping district, was widened by the Burnt District Commission, so that today it has a roadway seventy-five or more feet in width.

Pratt Street is one of the busiest of Baltimore's wholesale streets running parallel with the wharves and crowded from morning till night with all classes of heavy vehicles. The sidewalks are likewise busy with people, many of them being of the rougher element, transient seafarers coming and going with the ships as they enter and leave port. The disastrous fire of February, 1904, destroyed the old public markets located in Centre Market Space, formerly about one hundred and fifty feet wide with a roadway on either side. Taking advantage of the unusual opportunity thus presented, Baltimore wisely acquired the private property between Centre Market Space and Jones' Falls, extending from Lombard Street to Baltimore Street. Since that time it has erected upon the land thus acquired, three magnificent public markets facing Centre Market Space, which has been given up wholly for highway purposes, with a granite paved roadway one hundred and twenty feet in width. In both cases, that of Light Street and of Centre Market Space, the grade of the street surfaces was so near that of high water level in the harbor, that underground public conveniences were impracticable. On account of the limited appropriation only one station was built, and this was located in the middle of the roadway on Centre Market Space about opposite Lombard Street. While this is a rather unusual location for

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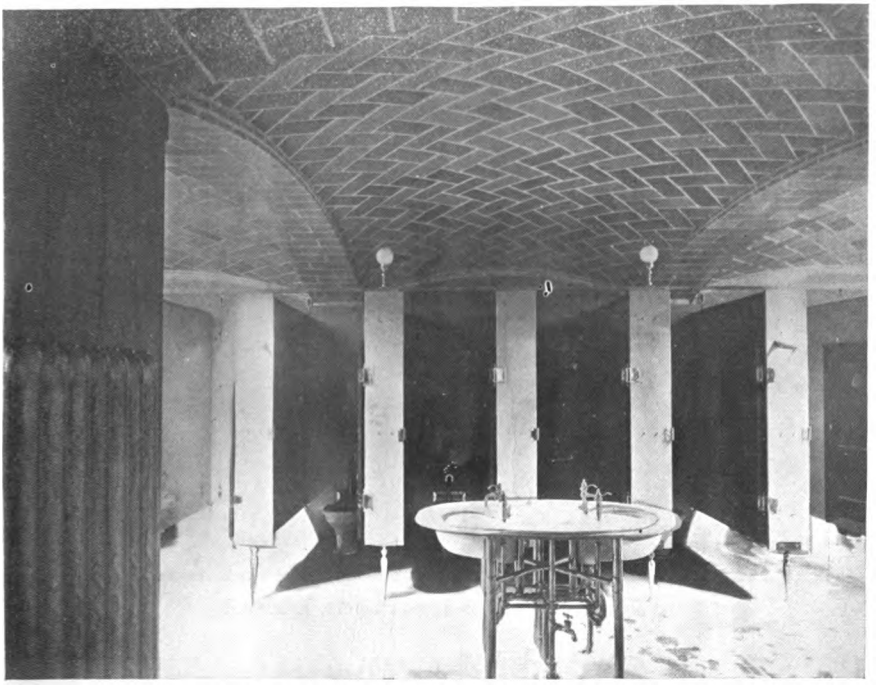
Detroit, Mich. Exterior View of underground station in Cadillac Square. Entrances enclosed from inclement weather in small building. Four light shafts and fresh air intake projecting above ground on left of building.



Boston, Mass. Underground station for men on Boston Common.

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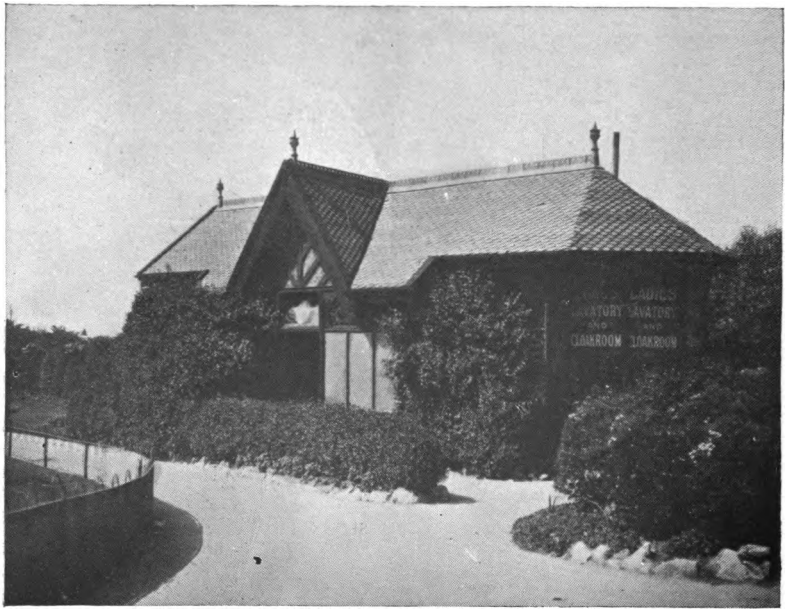
Underground station in fashionable section of Glasgow, Scotland.



Aboveground station at Southport, England.

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a public comfort station, it has some distinct advantages. It not only serves the large number of public market patrons, but it also serves an equally valuable purpose as a protection for pedestrians while crossing the wide roadway thronged with vehicles. Being above ground the station divides the vehicular traffic and thus encourages a strict observance of the rules of the road. Completely surrounding the station there is a moderate sidewalk space where persons can avoid being run down by careless drivers, or wait a few seconds for a favorable opportunity to pass uninterruptedly between the numerous teams. On the outside of the building there are two drinking fountains furnishing ice water during the hot summer months to from 6,000 to 10,000 people daily. The choice of such a location is one which will appeal to many cities where suitable sites for sanitary conveniences cannot be found except in wide public thoroughfares. While some of the abutting property owners first objected to the Baltimore location, the surrounding neighborhood has been helped by it, and many merchants in the vicinity have expressed their satisfaction with the good order and cleanliness of the place. Besides these the transient marketmen, farmers, boatmen, and pedestrians generally have been among the patrons.

The success of the first convenience station in Baltimore has been so marked that several other sections of the city have requested similar facilities. A petition signed by forty merchants and other residents of Northeast Baltimore was presented to the Free Public Bath Commission asking for the construction of a station in the neighborhood of Belair Market.

The station at 125th Street, New York, is located in the center of Park Avenue, under the elevated railroad. Similarly the public comfort station in New York at Longacre Square illustrates the use of public streets or street intersections for such purposes. In Liverpool, Glasgow, London, and many other European cities, street locations are very common and popular.

IN SMALL OPEN SPACES AT STREET INTERSECTIONS.

Frequently in cities where the diagonal street system prevails, there are small triangular spaces at street intersections too small to be really effective as parks, yet of ample dimensions for public comfort stations. Illustrations of the selection of such sites can

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be seen in the underground stations at Lorimer Street and Broadway, Brooklyn; at Hanover Square in New York; and at Piccadilly and Trafalgar Squares in London.

Although no attempt has thus far been made to accomplish it, very effective results could be obtained in small open spaces, by grouping various street fixtures into one really artistic design aboveground, with toilet facilities beneath. Drinking fountains for man and beast, street lights, fire hydrants, news- and boot-blacking stands, police and fire alarm boxes, etc., could well be arranged in integral parts of an artistic masonry design embellished with statuary. In certain localities such combination designs would be very attractive as well as useful.

LOCATION IN PARKS OR SQUARES NEAR BUSINESS DISTRICTS.

If there are public parks or open spaces near the congested business districts, public comfort stations can be so located and designed as to be as inconspicuous as they are convenient, by a proper treatment of the planting spaces surrounding them.

In Boston, the first sanitary convenience was located upon Boston Common near the Park Street entrance of one of the busiest stations of the subway system.

The public comfort station at Worcester, Massachusetts, is located upon the "Old Common" directly back of City Hall, a convenient location in the heart of the business district. Similarly, the station in Lawrence, Mass., is constructed upon the small park opposite City Hall.

In Washington the first public comfort station was built upon Reservation 7 at Pennsylvania Avenue and Seventh Street, N. W., opposite the Public Market, a location as central, as the station is popular. The second one was located in Reservation 33, Pennsylvania Avenue, near Thirteenth Street, N. W., upon a similar square.

The stations at Battery Park, Greeley Square, and City Hall Square in New York City; upon Cadillac Square, Detroit; Monument Square, Cleveland, are located where great numbers of people daily pass. They are in the heart of the business activity, yet have the advantages of public park settings.

ABOVEGROUND STATIONS.

The most satisfactory results are obtained from public comfort stations built above ground. Essential requisites for the success-

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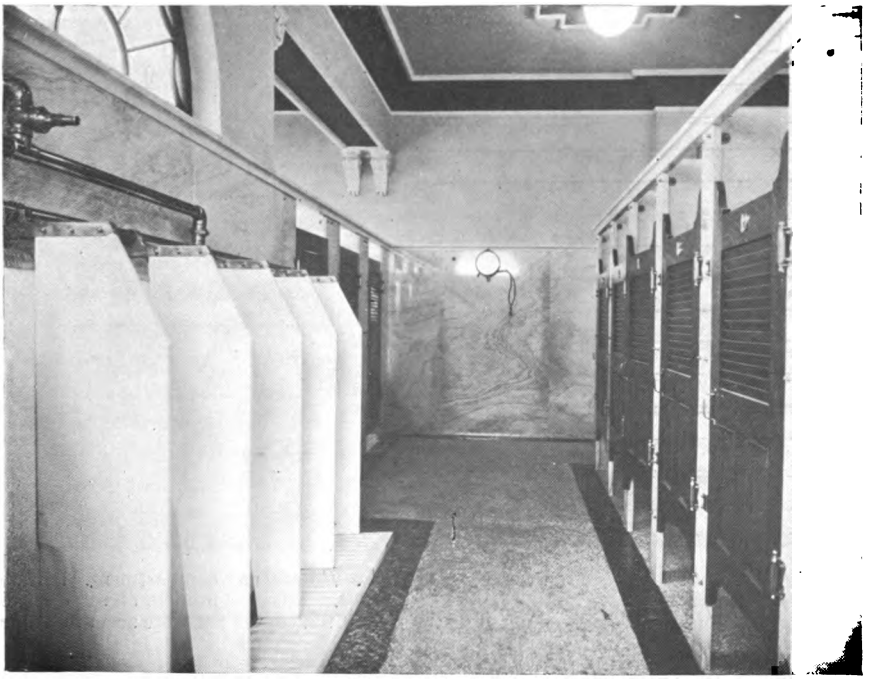
Washington, D. C. Exterior View of the first convenience station authorized by an Act of Congress, approved on March 3, 1905. One of the best stations thus far built by any American city.



Washington, D. C. Aboveground station. Interior view of men's compartment showing free closets on the right and urinal stalls and pay closets on the left. Cash register on back wall used to record the number of patrons. Note especially the use of high grade materials, the pleasing color effect, and the general attractiveness of the interior.

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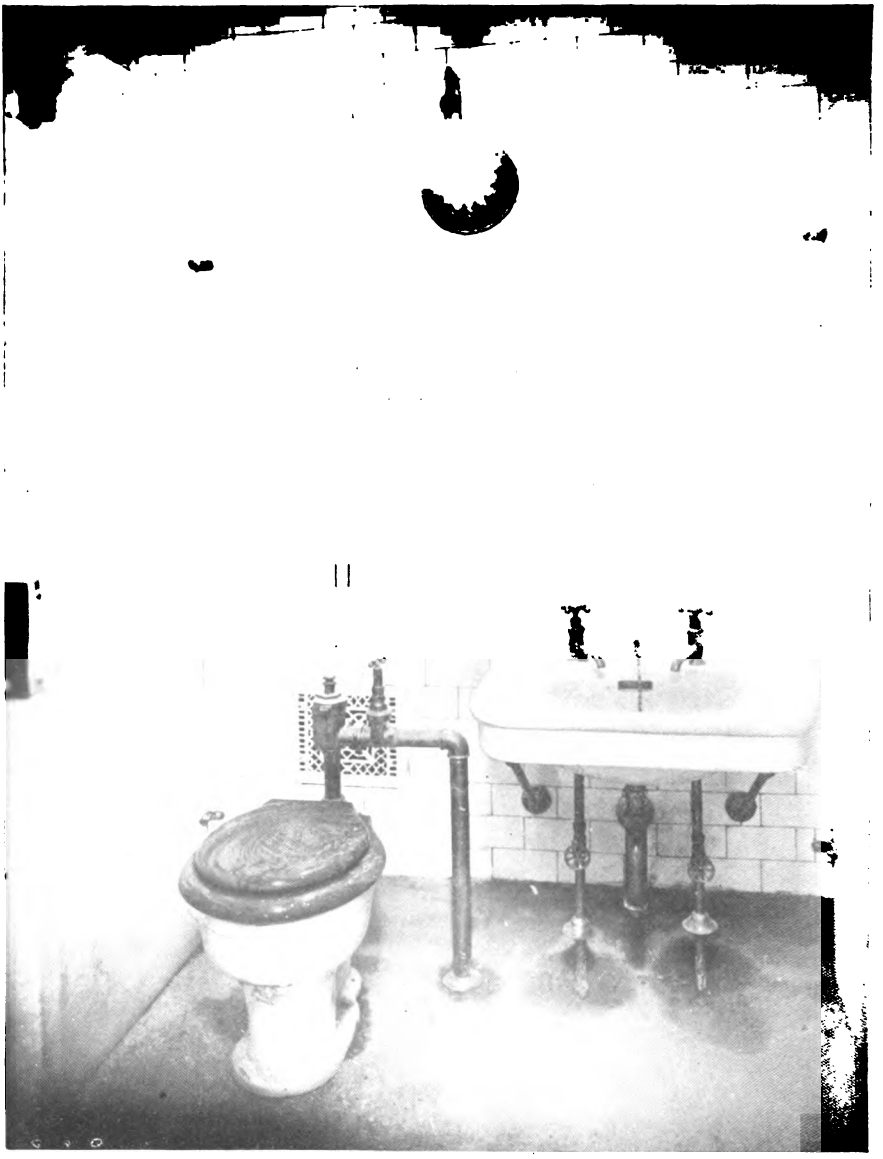

Washington, D. C. Aboveground station. Interior View of pay compartment. Private lavatory with hot and cold water, and electric light. Note the number eleven on wall above closet, each being thus numbered in order to keep an accurate account of the cost of repairs of each closet.

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ful operation and maintenance of such structures are thorough ventilation, and an abundance of pure air and sunlight is highly desirable. While stations built below ground can be ventilated by artificial means, and are in successful operation in several American and many European cities, the purifying and cleansing influence of sunlight is lost. If the location has a southern exposure with an abundance of sunlight and a free and natural circulation of air, no difficulty should be encountered in maintaining at all times, a pure and wholesome atmosphere in a properly constructed and efficiently managed station built above ground. Obviously better drainage facilities are obtained, better ventilation is accomplished at less cost, and annoyance from leakage of rain and ground water, frequently encountered in underground stations, is eliminated.

From an architectural standpoint, stations built above ground should be modest and inconspicuous in design; plain and harmonious in color, yet dignified and imposing in character.

The combination trolley waiting and public comfort station in Cleveland, Ohio, and the aboveground stations in Washington, D. C., and in Battery Park, New York City, are ideally located and built in an attractive and imposing manner — practical illustrations of the taste, skill, and good judgment of their designers.

UNDERGROUND STATIONS.

While public comfort stations built below ground lack many advantages of aboveground stations, there is no good reason why they cannot be successfully constructed and operated. Their designers should, however, fully understand the difficulties to be encountered in each particular case, and study how they can best be overcome. In a great many cases it is practically impossible to find suitable locations with available space for an aboveground station, and as a matter of necessity, rather than of choice, the underground type of construction is adopted. In some cases there is sufficient room for shelters or coverings over entrances to underground compartments, in others the stairways are left entirely uncovered.

The stations at Hanover Square, Longacre Square, and City Hall Park in New York City, have shelters over their entrances, while at Boston, Lawrence, and Worcester, Mass.; Denver, Colorado; Brooklyn, N. Y., and Washington, D. C., the stairways are entirely unprotected.

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Cities which have underground sanitary conveniences have experienced several difficulties, most of which can be successfully overcome in the future by exercising greater care in the detailed design and construction of the building. The principal trouble arises from leakage of surface water through the roof or covering, and from the infiltration of ground water through the side walls. The city of Brooklyn, N. Y., has experienced considerable annoyances from the former source. The top or covering of most of their stations is exposed to the weather and constructed of masonry with light areas of steel and glass. Most of the leakage occurs around these light areas, probably due partially to imperfect construction and partially to the unequal expansion and contraction of the materials used *in constructing the stations.* The infiltration of ground water through the side walls comes from an improper or insufficient waterproofing of the exterior surfaces. In underground stations especially, absolute dryness is most essential, otherwise it is almost impossible to keep the atmosphere pure and wholesome, where artificial ventilation must be wholly relied upon.

The City of Washington has adopted extreme measures and spent a considerable additional sum to overcome this difficulty in constructing the first underground station, and the experiment will be watched with much interest. In the first place the overhead light areas, which have been the source of much trouble in other underground stations, have been entirely abandoned and artificial light will be required at all times. The whole building, including entrances, has been completely enveloped with a waterproof covering from one-half to three-quarters of an inch in thickness, the thinner course being used where the surface treated is in compression. The waterproofing consists of alternate layers of heavy eight-ounce burlap and "Hydrolene B" (Sun. Co. Pittsburgh), or other approved blown oil composition, which combines lightness, elasticity, adhesiveness, and impermeability.

Inasmuch as the success of this system of waterproofing depended largely upon the integrity of the workmanship, the specifications for the construction of this station required a special bond of $1,000, guaranteeing that the structure, when completed, should remain perfectly waterproof for a period of three years from the date of the acceptance of the building. Any leaks or indications of dampness which occur within the guarantee period must be made good by the contractor.

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Washington, D. C. Aboveground station. Interior view of women's compartment. Note the attractive terrazzo floor with Grecian border, glazed brick on side walls, and light-colored marble partitions. All closets have a distinguishing number or letter on each door.

Underground station at street intersection in Washington, D. C. Lighted wholly by artificial means.

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Entrance to one of underground stations in Washington, D. C.

Artistic and durable ventilating shaft over underground station at Washington, D. C.

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As a matter of economy as well as of efficiency, underground conveniences should be located, if possible, where public sewers are sufficiently deep to freely drain them by gravity. When this is impossible, the sewage must be lifted by artificial means which adds to the cost of maintenance. This difficulty has to be contended with at the Hamilton Street underground public comfort station in Brooklyn, N. Y. The sewage is collected in a sump or pit and raised to the sewer level by a small automatic pump driven by an electric motor. At Atlantic City the flow of the station is below the level of the street sewer and all sewage is lifted by sewage ejectors from a concrete sump about five feet deep located at one corner of the building. The frequency of pumping in each case varies with the patronage of the station.

CAPACITY OF STATIONS.

The determination of the proper capacity for a public comfort station is a matter of very great importance. It is difficult, however, to decide in advance what the size should be for each particular location, and the number of fixtures each compartment should contain. The patronage of a station depends largely upon its location and the number of people who daily pass or assemble in its vicinity. Some stations are built entirely too large, like those at Hanover and Greeley Squares, New York City, with 34 and 32 urinals respectively in each male compartment. The Hanover Square station is very little used, especially during the night time. Others are constructed too small and are crowded from the date of their opening. The station at Worcester, Mass., especially on Saturdays, Sundays, and holidays is taxed to its limit, although in use but a few years, and an addition to its capacity is contemplated. Likewise at the City Hall station in New York City, on the men's side the number of toilets is notably inadequate. If a mistake is to be made in designing a public comfort station, it is far better to build too small, with an opportunity contemplated and reserved for its extension, than to build too large and have the continuous trouble of cleaning and maintaining a large number of expensive and unnecessary fixtures but infrequently used. A compromise plan which would add slightly to the first cost of the building but save in wear and tear on fixtures, would be to build larger than actually needed at first, and to install but a part of the fixtures. Later more could be added to

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meet the increasing demands of the station. By comparing the number of fixtures and size of the public comfort stations already built in various American cities, with their location and character of the neighborhood, the size of the city, and daily patronage, where such statistics have been kept, a fair approximation can be made of the probable attendance for any particular location. To attempt to determine the capacity without the assistance of such statistics would undoubtedly result in an extravagant expenditure upon the first cost of the structure as well as in the fixed charges for its maintenance and operation.

In the following table are given the number of fixtures in each compartment of a number of sanitary conveniences in successful operation in American cities, all of which have been built since 1895.

Location.	Type of Station.	Men's Side. Closets.	Urinals.	Lav.	Women's Side. Closets.	Lav.
Atlantic City	A	6	6	3	6	3
Baltimore, Md.	A	10	8	4	6	2
Boston, Mass.						
Boston Common	U	9	15	4	9	4
Brooklyn, N. Y.						
Borough Hall	U	12	12	11	9	6
Reid Avenue	U	11	12	11	8	6
Lorimer St.	U	12	12	9	9	6
Hamilton St.	U	10	12	11	8	6
Greenport Ave.	U	10	11	5	7	5
Liberty St.	U	8	8	5	7	5
Cincinnati, O.						
Fountain Sq.	U	10	8	4	7	6
Cleveland, O.						
Monument Sq.	U	6	9	4	7	4
Denver, Col.	U	6	9	3	(For men only)	
Detroit, Mich.						
Cadillac Sq.	U	8	12	2	5	2
Lawrence, Mass.	U	6	8	2	6	2
New York City						
City Hall Park	U	10	16	2	5	2
Battery Park	A	13	22	5	7	2
Hanover Sq.	U	16	34	8	11	4
Chatham Sq.		13	29	6	9	3
Sheriff and Delancy	A	13	21	5	3	2
Greeley Sq.	U	17	32	3	8	5
Longacre Sq.	U	16	33	8	11	4
125th St. and Park Ave.	A	15	22	6	9	3

Note: U indicates underground; A aboveground stations.

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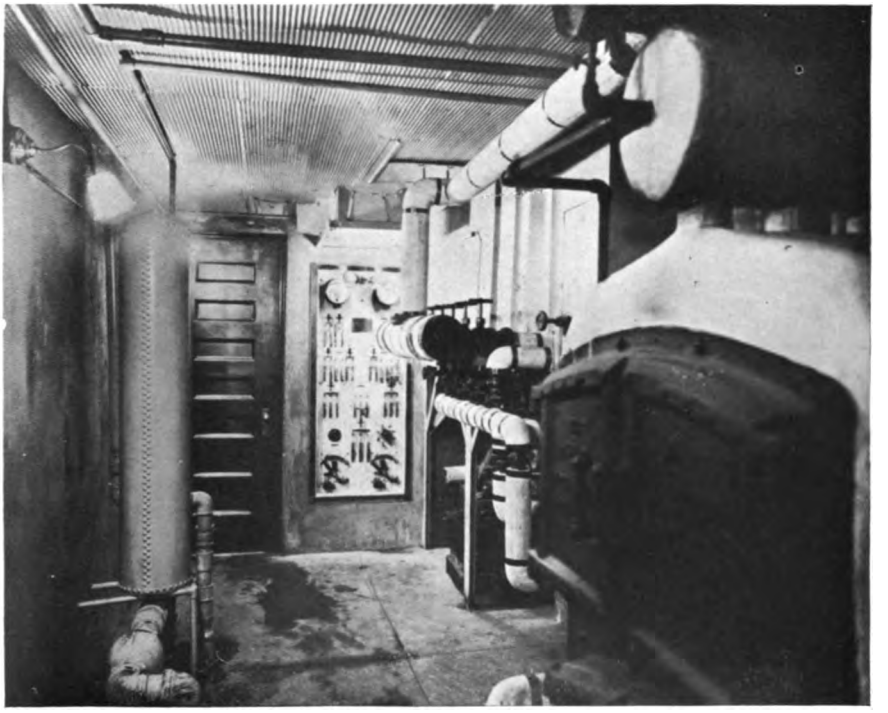

Washington, D. C. Interior View of compact boiler room in one of the stations, showing heating boiler, hot water circulating boiler, and electrical switchboard.

Aboveground station at Cologne, Germany, attractively located in one of the Ring Boulevards.

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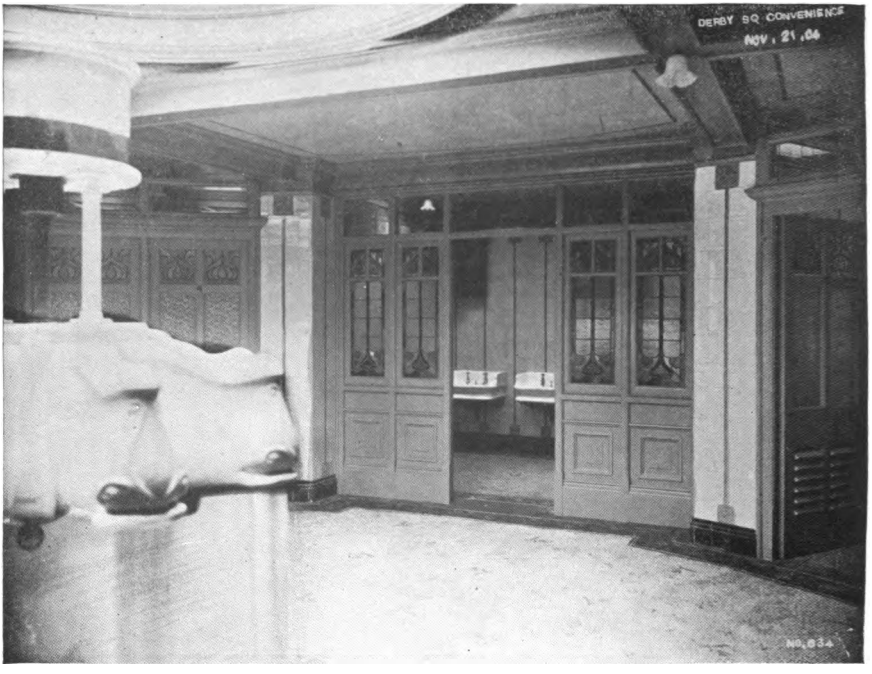
New York City. Exterior View of a substantial and attractive public convenience station in Riverside Park.



Interior View of an underground station in Liverpool, England.

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Location.	Type of Station.	Men's Side. Closets.	Urinals.	Lav.	Women's Side. Closets.	Lav.
Washington, D. C.						
Penn. Ave. and 7th St.	A	13	16	2	9	2
Penn. Ave. and 13th St.	U	12	20	2	9	2
Worcester, Mass.						
"Old Common"	U	6	8	2	6	2

Note: U indicates underground; A aboveground stations.

PATRONAGE OF STATIONS.

Where reliable statistics have been taken of the patronage, all point conclusively to the increasing popularity of public comfort stations. The average attendance of the station on Monument Square, Cleveland, Ohio, is about 4,000, and sometimes reaches 7,000 per day. The attendants in charge claim that many employees of near-by factories use this station as a cleaning-up place after their day's toil, in preference to less attractive toilet facilities furnished by their employers, which speaks well for its popularity.

At the Borough Hall station in Brooklyn, N. Y., the attendance of men and women reaches 7,700 per day, the average being over 6,800. This station is located in the heart of the business district and is open day and night. The Lorimer Street station has an even greater attendance, with a daily average of over 8,800 people. The Hamilton Avenue station is daily used by nearly 6,000, and that at Greenpoint Avenue by more than 4,700. Over twelve million people patronize the six Brooklyn stations annually. The stations in Washington, D. C., each serve from 5,000 to 6,000 persons daily. The average daily attendance of the underground station at Seattle is 1,200, and of the Baltimore station 1,000.

A study of the following table giving the patronage of the six public comfort stations in Brooklyn, N. Y., for an average year is both interesting and instructive:

Station.	Average Daily Attendance. Men.	Women.	Yearly Attendance. Men.	Women.	Total.	Percentage of female Attendance.
Borough Hall,	6,508	389	2,375,307	112,009	2,487,316	5%
Reid Ave.,	3,517	771	1,283,742	301,495	1,585,237	19%
Lorimer St.,	8,020	811	2,927,430	295,932	3,223,362	9%
Hamilton Ave.,	5,185	778	1,891,716	283,496	2,175,212	13%
Greenp't Ave.,	4,250	496	1,552,125	181,043	1,733,168	10%
Liberty Ave.,	2,050	446	758,067	162,955	921,022	18%
Totals,	29,530	3,691	10,788,387	1,336,930	12,125,317	Av. 12%

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MALE AND FEMALE ATTENDANCE.

An important factor in designing and constructing sanitary conveniences is the determination of the ratio between the male and female attendance. This can only be obtained from reliable statistics and even then it is not wholly satisfactory because the female attendance is rather small at the opening of a station, but increases at a faster ratio than that of the male patronage. From the above table of Brooklyn's experience it will be seen that approximately 12 per cent. of the yearly patronage consisted of women, and 88 per cent. of men. The experience with the Washington stations corroborates this proportion, as the number of female patrons there are about 12 per cent. of the whole number.

The Borough Hall station, Brooklyn, N. Y., is used by twenty men to every woman, and the Reid Avenue station by about five times as many men as women. The attendance at the Cadillac Square Sanitary in Detroit, Michigan, averages about 2,000 men and 400 women daily.

During the last six months of the year 1905, the underground station upon Monument Square, Cleveland, Ohio, was patronized by 558,750 men and 131,294 women, a ratio of about 4 to 1 respectively. It would hardly be safe, however, to design a new public comfort station in accordance with these percentages, by making the compartment for men twenty or even four times as large as that for women. A further study of the detailed statistics of the Brooklyn stations, sheds additional light upon this important feature of the problem. For the first quarter of the year the six stations were patronized by 2,612,514 men and 254,025 women, a ratio of about 10 to 1, and for the last three months of the same year, by 2,787,170 men and 404,389 women, thus reducing the proportion to less than 7 to 1. While the male attendance increased less than 7 per cent. during the first nine months after opening the stations, that of females increased nearly 60 per cent. These statistics show what would naturally be expected, a greater delicacy and reluctance on the part of women than of men in the first use of public comfort stations, a comparatively new feature in the development of American cities. After they come into more general use in this country, their popularity with all classes will no doubt increase, and the difference between the male and female patronage will decrease accordingly. However, there is little probability that the female attendance of any station, no

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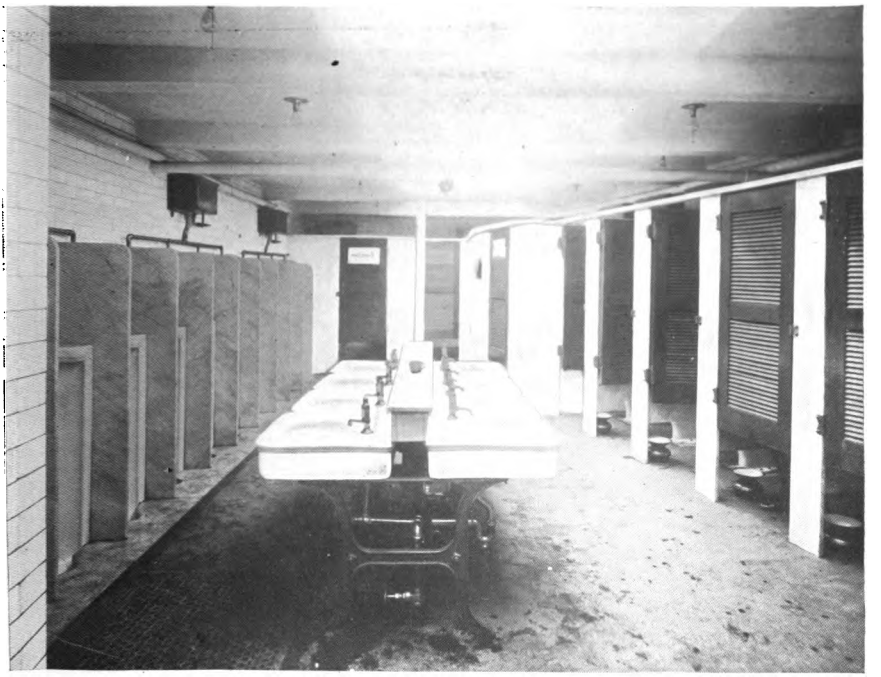
Attractive station on Battery Park, New York City.



Brooklyn, N. Y. Interior View of underground station at Lorimer street and Broadway. Pay compartments in rear of view.

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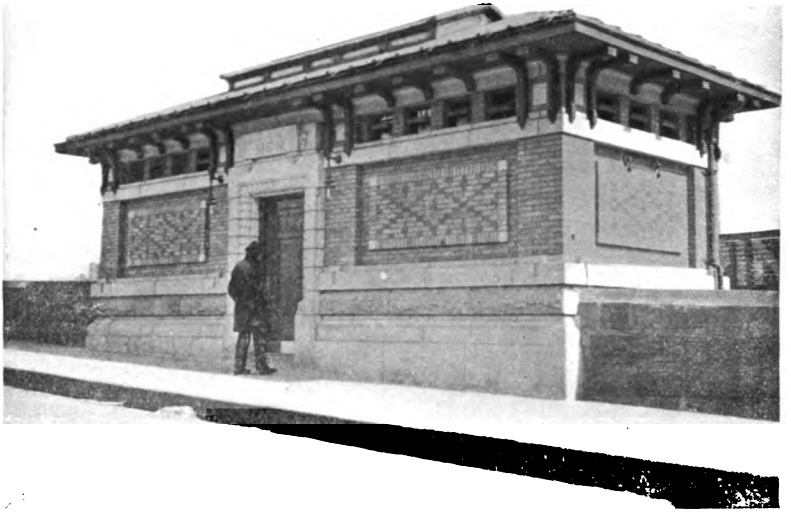
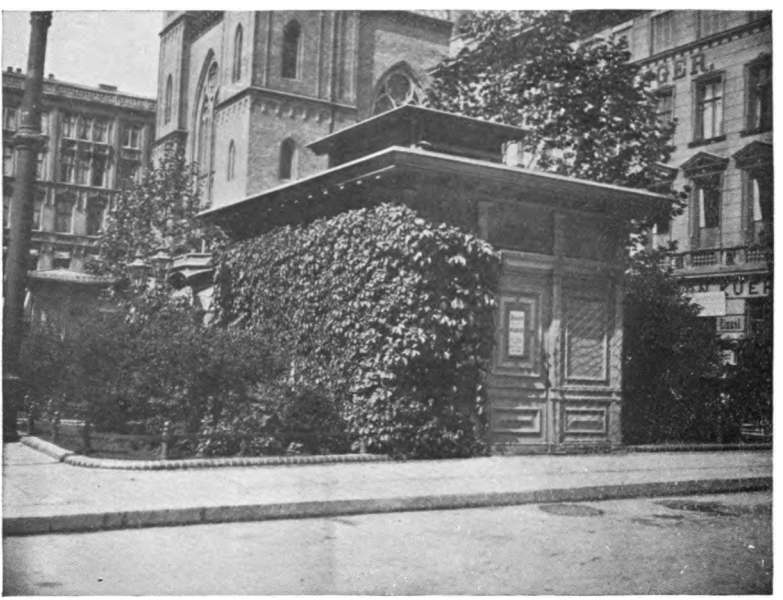


Station for men only on Wyllis Avenue Bridge approach, New York City.



Aboveground station in Berlin, Germany.

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matter where located, will ever equal that of the male patronage. Consequently the compartment for men should always be made larger than that for women, the proportionate difference between the two being best determined from a familiarity with local conditions, and the characteristics of the neighborhood where the station is located. By an act of Congress the two stations in Washington were built to afford accommodations for twenty males and ten females.

Mr. Henry B. Davis, Inspector of Plumbing of the District of Columbia, who has charge of the construction and maintenance of these stations, says that the proportions of male and female accommodations specified in the bill have not worked out to advantage, as the number of female patrons are only about twelve per cent. of the whole number. He thinks the use of the following proportions would be better: "for each closet on the female side, have two closets and three urinals on the male side,— for a moderate size station, say four closets on the female side, eight closets and sixteen urinals on the male side."

HEATING AND VENTILATION.

The successful operation of a public comfort station, more especially that of the underground type, depends so largely upon the efficiency and absolute reliability of the heating and ventilation system, that no city can well afford to experiment upon so important a feature. It is far better to employ at the start an expert especially trained in designing and installing such equipments, and thus be sure that the atmosphere in the station will be pure, wholesome, and properly tempered, an asset which will daily add to its popularity, than to take any chances with unskilled and inexperienced designers. Nothing will bring a public comfort station into popular disfavor quicker than a poorly designed and improperly installed heating and ventilation system.

Where it is possible to construct the station adjacent to a public building, the heat required for its use can be economically supplied without installing a separate heating system. Sometimes the chimney of such a building can be utilized as a ventilating shaft for removing the vitiated air. Heat of some kind is necessary at all times to furnish an abundant supply of hot water and to keep the atmosphere dry and free from dampness and unwholesomeness.

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The heating plant should be of sufficient capacity to keep the temperature up to 70 degrees, irrespective of the condition of the atmosphere outside.

Some of the stations in New York City were built without heating plants, but the mistake was soon discovered and they were later installed.

The heating plants should be capable of tempering a definite number of cubic feet of air per minute, thus permitting a complete change of air whenever necessary. Under normal conditions these changes should be made about once in every three or four minutes. The attendant can best regulate their frequency. Ventilation is usually accomplished by taking fresh air into the station through an intake by means of an electrically driven fan. It is then passed over heating coils, through a series of ventilating ducts, and is discharged into the different compartments through registers suitably arranged for such purposes. The impure air is removed by means of an exhaust fan connected with a similar system of ducts. The exhaust fan should be capable of removing as large a percentage of vitiated air as is possible at every change of atmosphere. The ventilating system of the aboveground station in Washington is described in the Municipal Journal and Engineer as follows:

"Fresh air is taken in through a screen panel on the outside of the building, whence it passes through an air filter and is blown over steam coils, entering the main rooms of the station about 12 feet above the floor line. The average entrance temperature is about 92° and the velocity about 55 feet. There is no sound of rushing air so common in places where the entrance velocity is higher. The entire air contents of the main rooms is changed 16 times per hour. The foul air is taken out by means of registers and hoods located directly back of each closet, about 20 inches above the floor, and through the 'ventilating back' of the urinals."

When stations are of the underground tpye, one or more ornamental iron, bronze, or masonry shafts, surmounted with electroliers, serve as ventilators. Those over the stations at Worcester and Lawrence, Mass., Brooklyn, N. Y., and Washington are especially attractive.

The unquestioned success of Washington's first underground convenience station is due primarily to the fact that the station was really "built around its mechanical plant." The designer realized the necessity of excluding everything in the construction line that might have a tendency to induce dampness, and of pro-

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Atlantic City, N. J. Exterior View of station built on the ocean side of the famous "Boardwalk." The floor of this building is slightly above ordinary high tide, but three feet below storm tide level. It is also below the sewer level and all sewage is lifted by ejectors.

Atlantic City, N. J. Interior View of men's compartment.

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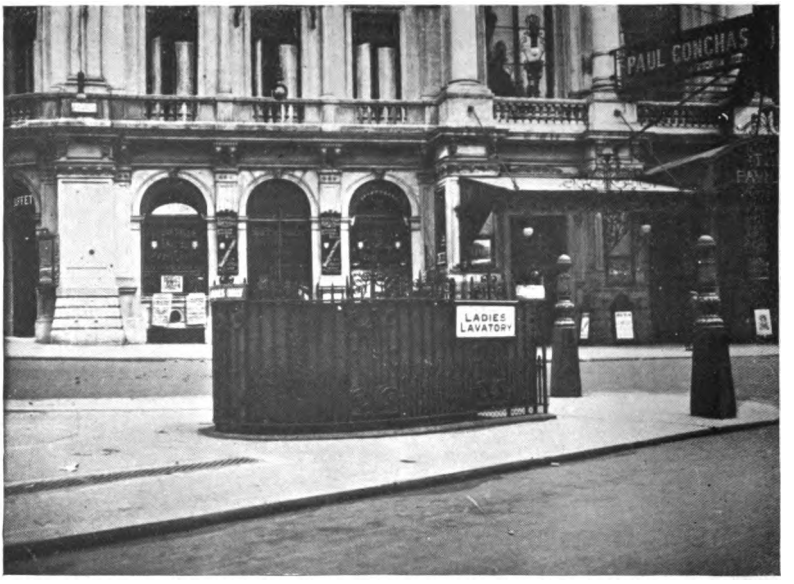
Ventilating shaft over underground station in London.



Entrance to ladies' compartment of an underground station in London.

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viding for a heating and ventilating plant large enough to care for a building of respectable size. In pursuance of this policy, the building itself was constructed as a double box, with no windows, vault lights or other exterior communications except the necessary entrance doors. There are large air spaces in all walls and roof construction, and the whole building, top, sides, and bottom, was completely enveloped with an extra heavy waterproof coating. Daylight being carefully excluded, artificial light is necessary, there being burned during the daylight hours, eleven 25-watt Tungsten lamps, costing, at 6 cents per K. W. hour, about 20 cents per day. This gives ample illumination at less cost than coal for the extra heat that would be necessary if vault lights had been introduced for natural lighting.

Ventilation is maintained by means of a slow speed electric blower fan, having a capacity sufficient to completely renew the air in the toilet rooms every four minutes, which, while it is proportionately the largest displacement in use for the purpose, has been found hardly equal to the task at times. A capacity of twenty times per hour would be better for future installations. The foul air is taken from the toilet rooms through 8 by 10 inch registers behind the water closets and at certain other arbitrary points, at a height of 16 inches above the floor line, into the spaces between the outer and inner walls of the building and up through the ceiling spaces to the foul air gathering chamber over the boiler room. This secures the thorough change of air in these spaces that is necessary for the prevention of condensation on the inner walls, at no additional expense over that of the ventilation of the rooms, and much waste heat that would otherwise be thrown out through the vent shaft by the fan, is absorbed by the outer walls, preventing any waste of heat from the toilet rooms proper to satisfy this tendency.

The velocity of exit from the room at the register is maintained at about 300 feet per minute and at somewhat less than half that in the various vent spaces; while the delivery through the vent shaft is about 800 feet per minute with 1,500 feet at the fan delivery opening. On account of the comparative difference in area of the various channels and openings, it is impossible to bring these figures more into harmony, without running the cost of construction and maintenance unnecessarily high.

While the ventilation naturally came first into a building of this character, the heating plant was carefully designed and has

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never yet failed in its duty. The boiler is of the regulation cast iron sectional type, figured for a pressure of only two pounds, on account of the limited headroom and the consequent necessity of placing the heating coil bases but twelve inches above the normal water line of the boiler. As the boiler and heater are side by side and the mains exceptionally large, there has been no trouble so far, but, if necessary, the pressure could be increased and a return trap installed. The boiler has a rated capacity of 1,300 square feet of radiation, and there are four heater stacks containing about 100 lineal feet of one-inch pipe each. The plant is figured for 88 degree delivery at the registers to maintain 65 degrees in the toilet rooms with the outside temperature at zero. Fresh air is taken in through registers in the side of the ventilation shaft, drawn down through cloth screen racks and delivered to the heaters by a direct connected motor-driven disc fan. From the heaters and necessary controlling dampers, it is sent through sheet metal ducts to the registers in the ceiling, which, by their peculiar design, diffuse the warm air in all directions. A constant velocity of about 600 feet per minute is maintained in the intake, and the fan and heater openings, and the ducts, and is reduced at the registers to 200 feet.

The speed of both motors is controlled by rheostats, having a capacity of 40 per cent. below to the maximum, and equipped with no load and overload releases.

This plant is the largest for the size of the station that has ever been built, but it has given the utmost satisfaction, keeping the station warm and dry on the coldest and most humid days.

The following rules for the care of the heating and ventilating apparatus are observed by attendants of the public comfort stations of Brooklyn, N. Y.

"Attendants are hereby required to observe and follow the appended instructions relative to care and management of hot water boilers and motors.

"I. Fire evenly and regularly, a little at a time; moderately thick fires are most economical, but thin firing must be used where draft is poor. Care must be taken to keep grates covered, and allow no air holes in the fire. Do not 'clean' fires oftener than necessary.

"II. The temperature must not be less than 180° nor more than 220°.

"III. Ashes must not be allowed to accumulate in ash pit.

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Lawrence, Mass. Itetrior view of women's compartment in underground station. Note settee along side walls back of lavatory.

Lawrence, Mass. Interior View of men's compartment in underground station, illustrating good taste in the selection of durable materials, and an attractive color scheme.

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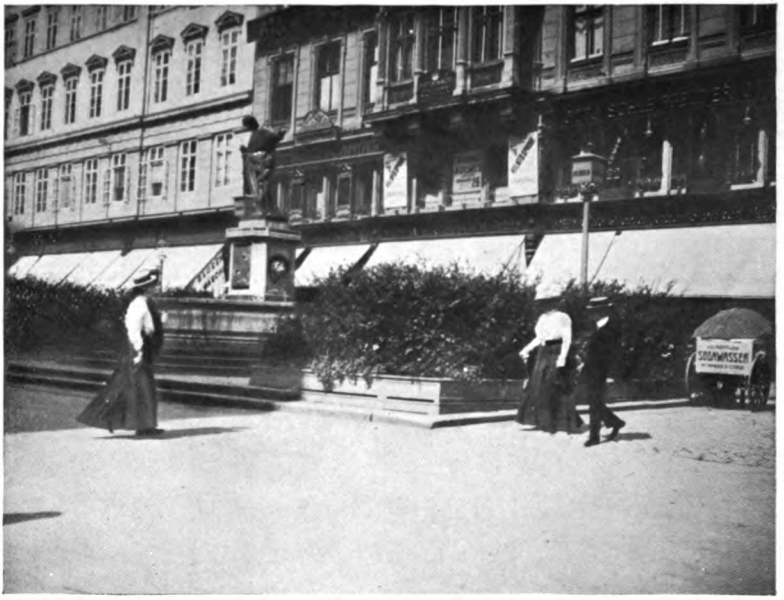
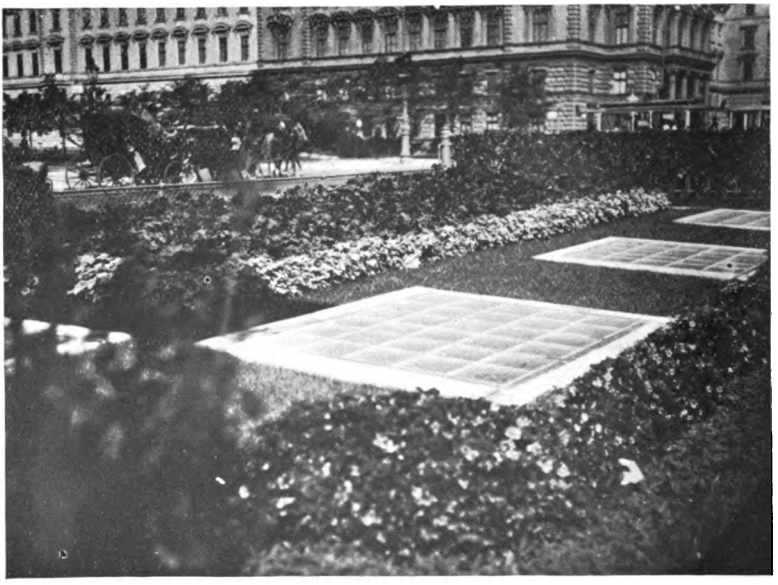


Underground station in center of street in Vienna.



Attractive planting over underground station in Vienna.

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"IV. The pet cock on drip pipe from coils in lamp post must be kept partly open in freezing weather, and water permitted to flow in a small stream continuously.

"V. Water must not be shut off from boilers while there is a fire under same. When it becomes necessary to shut off water for any purpose, for any period of time, fire must be drawn from under boilers. This is imperative.

"VI. Boilers, when emptied for any purpose, must be allowed to cool before refilling.

"VII. All leaks must be reported as soon as discovered, that they may be repaired without delay.

"VIII. All things about boiler must be kept clean and in good order. Motors and fans are not intended for ornaments, and must be kept in operation.

"Where induction motors are installed, care must be exercised that the handle on starting rheostat is in the 'off' position before closing switch to start motor.

"Always bring motor up to speed slowly.

"When it is necessary to shut down motor, pull switch first, and after fan stops revolving, if handle on starting rheostat does not spring back to 'off' position, tap it lightly with hand.

"All parts of the machine must be kept clean and free from water and carbon dust.

"New oil must be added as occasion requires, that bearings may run cool, and at least once a month the plug at bottom of bearings should be removed, the oil drawn off and replaced by new."

COST OF STATIONS.

The cost of a public comfort station depends upon so many different factors that it is difficult to estimate approximately what it should be for any particular location without a familiarity with local conditions and a knowledge of the cost of structural work in its vicinity. The cost of site, if land has to be purchased; the type of building, whether it is built above or below ground; the architectural design; and especially the size of the station and number and character of fixtures, all enter into the estimate. Usually the stations can be located upon ground owned by the city, so that the entire appropriation can be devoted to the erection of the buildings, and for the installation of fixtures. I cannot recall a single instance where a city has been obliged to purchase a site for a public comfort station.

The City of Boston, Mass., has one underground house of comfort, built in 1895, at a cost of between $15,000 and $16,000. This seems to have been one of the earliest if not the first station built for such purposes.

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New York City has built several stations both above and below ground, at an average cost of $25,000 each. The cost of each station was as follows:

Greeley Sq.,	$23,400
Hanover Sq.,	27,978
Chatham Sq.,	23,656
Battery Park,	28,254
City Hall Park,	23,236
Longacre Sq.,	29,127
125th St. and Park Ave.,	23,700
Sheriff and Delancey Sts.,	24,571
Willis Ave. Bridge (2 small stations),	25,564

The underground station in City Hall Park was opened in October, 1898, and all of the others since that date, all upon ground owned by the city. Some of these stations are large, as will be seen by referring to the table giving the number of fixtures in each, rather elaborate in design, and consequently more expensive than those of similar stations in other cities.

The City of Brooklyn, N. Y., has constructed six very creditable houses of comfort at a total cost of $123,549. These are located upon public property, and scattered about the city at congested points. All are of the underground type and well heated, ventilated, and lighted. The first station was built near Borough Hall in 1903, the remaining five being completed since that time.

Denver, Colorado, has a very creditable underground sanitary for male patrons only, which costs but $7,000.

In 1906 the City of Worcester, Mass., completed and opened an underground station quite similar in its arrangement and construction to that on Boston Common, at a cost of $13,759.64.

The underground station on Cadillac Square in the City of Detroit, Michigan, was completed in 1907, and costs $15,000.

The first two public comfort stations were completed in Washington, D. C., and opened for public use during 1907. Both represent the highest type of design and workmanship. One was built above ground for $22,000; the other underground and cost $23,500.

Baltimore's first house of comfort was opened to the public in the early part of 1908. It is built above ground, in a neat and attractive manner, and cost $14,000.

The underground station at Lawrence, Mass., was completed in 1907, at a cost of $13,200.

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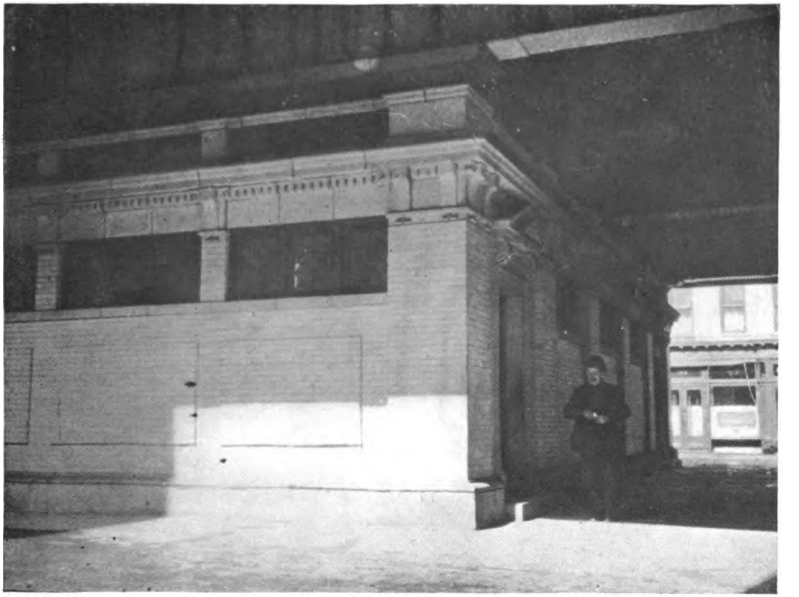
Underground station in Brooklyn, N. Y., at intersection of city streets.



New York City. Exterior View of station built in the center of 125th street under the elevated railroad.

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Underground station at several intersecting streets in Birmingham, England.

Aboveground station at Vienna.

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The combination trolley waiting and public comfort station upon Monument Square in the City of Cleveland, Ohio, cost but $10,000.

From the foregoing it is obvious that a sufficient number of public comfort stations have been constructed in various American cities to demonstrate the fact that a station of the latest and best type, suitably arranged, thoroughly constructed, equipped with the best sanitary fixtures, and of ample size for any city, can be built for from $10,000 to $20,000. Instead of constructing a few of the larger expensive stations, it is far better to build more moderate sized and less expensive ones scattered about the city at congested locations. But no stations should be built which are too small to require the constant service of one or more attendants. It is far better not to build at all than to expect that the stations will take care of themselves. Such attempts have been conspicuous failures in every case.

COST OF MAINTENANCE AND OPERATION.

The principal item of the cost of maintenance and operation of a public comfort station is for the service of attendants, and this expense largely depends upon the number of hours the station is open.

The following detailed statistics are given as the actual cost of successfully operating a few public comfort stations for average years.

For the underground station upon Boston Common for the year 1906-1907 (men's side, open day and night; women's, from 6 A. M. to 11 P. M.):

Salaries,		$5,096.50
Fuel,		87.42
Lighting, Electric,	$328.70	
Gas,	19.19	347.89
Soap,		16.50
Toilet paper,		281.25
General repairs, plumbing repairs, cleaning supplies, etc.,		665.79
Total cost for the year,		$6,495.35

The cost of laundering is small, as few towels are used, and those are laundered at the Dover Street Laundry with other towels used in the Bath Department.

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The cost of operating this station for the three previous years was: for 1903-1904, $6,073.96; for 1904-1905, $6,266.74; and 1905-1906, $6,290.71.

For the underground station at Worcester, Mass., (men's compartment open 24 hours, and women's 16 hours per day):

Caretakers — 3 men and 2 women,	$2,511.60
Labor, repairs, etc.,	61.74
Water (15 cents per 1,000 gals.),	589.01
Electric light,	222.72
Fuel, coal, and wood,	$2,511.60
Electric repairs,	18.27
Removal of ashes and rubbish,	4.86
Supplies (soap, polish, paper, etc.),	139.37
Trucking,	2.25
Plumbing alterations, and repairs,	134.95
Total expense for the year,	$3,768.04

For one of the underground stations in Brooklyn, N. Y., where the daily patronage averages about 5,100 men and women (men's compartment open 24 hours, and women's 16 hours per day):

SALARIES.		
1 head male attendant, 8 hrs.,	$900	
2 male attendants, 8 hrs., at $750 each,	1,500	
2 female " 8 " " 750 "	1,500	
1 " cleaner 4 "	360	
1 male " 8 "	750	$5,010
15 tons of coal at $6.00,		90
Repairs and supplies,		600
Gas,		35
Electric lighting,		643
" power,		273
Supplies (laundry, soap, paper, etc.),		100
Total expense for the year,		$6,751

This cost is a little more than one-third of a cent for each patron.

For the underground station at Longacre Square, New York City.

Salaries,	$4,317.00
Supplies (disinfectants, toilet paper, etc.),	77.40
Repairs (plumbing, roofing, painting, glazing, etc.),	297.88
Electric lighting,	25.00
Fuel (12 tons coal at $6.00),	72.00
Total expense for the year,	$4,789.28

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For the aboveground station at Sheriff and Delancy Streets (under the Williamsburg Bridge approach), New York City:

Salaries,	$4,569.00
Supplies,	128.10
Repairs,	286.85
Electric lighting,	25.00
Fuel (12 tons coal at $6.00),	72.00
Total expense for year,	$5,080.95

The underground station, for men only, in Denver, Colorado, is run at an unusually low figure, the heat being donated. The running expenses per month are: for custodian (who hires his own help to assist him, and also derives a small income from a bootblack stand in the station), $75; toilet paper, $13; washing of white jackets and towel service, $12; water rental, $61; electric light, $34; soap, $4.50; polish and disinfectant, $2.25; plumbing and incidental repairs, $4.50; making a total of $206.25 per month, or $2,475 per year.

The cost of maintaining and operating the stations in Washington, D. C., averages about one-quarter of a cent for each patron.

The cost of operating the station at Monument Square, Cleveland, Ohio, averages about $6,180 per year, the labor alone amounting to $3,600.

In Seattle, Washington, the city provides the electric light, steam heat, soap, and toilet paper for the underground station, the annual cost of which is about $545. The custodian furnishes two attendants, the towels and the laundering of the same. He receives no salary from the city, but has all of the income from the concessions,— bootblack and cigar stands,— and use of pay closets and towels. This arrangement is not wholly satisfactory.

Some of the stations in England and Scotland are self-supporting, as shown by the following statistics:

Station at New Oxford Street and Tottenham Court Road in the Borough of Holborn, London.

Expenses —	
Wages,	$1,171.26
Material,	354.78
Water, light, heat, etc.,	2,055.78
Total,	$3,581.82
Receipts —	
From pay compartments,	$8,694.54
Profit —	$5,112.72

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The receipts from locks (coin-in-the slot device for unlocking pay compartments) and towels at the old Haymarket station in Liverpool, average about $2,330 and the expenses about $1,560, showing an annual profit of $770.

The stations in Glasgow while not self-sustaining show a very large revenue. For the thirty-six stations reported in 1908, the expenditure for wages, repairs, supplies, etc., was about $31,000 and the receipts $9,987, about one-third or an average of nearly $300 per station.

Many of the Glasgow stations have public telephones which are quite generally used by the patrons.

As will be seen from the above statistics, the labor item alone usually amounts to from 65 to 90 per cent. of the annual expense. Other prominent items are for fuel, lighting, plumbing, and other incidental repairs, water (where it has to be purchased), laundering, paper, soap, etc., some of which are reasonably definite in amount, while others vary with the patronage.

When stations are kept open day and night, it requires three shifts of eight hours each, and the labor element alone costs 50 per cent. more than for stations open for but a sixteen-hour period. In some stations the male and female compartments are never closed; in others the men's side is open day and night, and the women's room for sixteen hours, usually from 6 A. M. to 10 P. M. In others both sides are closed during the late night and early morning hours.

INCOME FROM THE STATIONS.

The principal income from the operation of public comfort stations is obtained from two sources: the use of soap and towels, and of pay closets. In some cities, especially in Cleveland, Ohio, the use of soap and towels is free.

In Detroit, Michigan, individual towels and soap are furnished to patrons free. About 18,000 towels are used per month, the city having a contract with a laundry company to furnish these towels at one-half cent each, the cost including the soap used. In most stations a small fee of one or two cents is charged for their use. The income from pay closets is rather uncertain, and the demand for their use is somewhat limited. Some cities which first provided them have abandoned their use altogether, after an unsuccessful attempt to popularize them. Pay compartments

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have been given up in Boston and Worcester, Mass. In the station at Denver, Colorado, a small income is derived from a bootblack stand. While this was one of the first stations to introduce such a feature, there is no good reason why concessions of this character should not bring in quite an appreciable revenue if the stations are designed with that end in view. A room for checking bundles, and for bootblacking and news stands ought to be well patronized if centrally located.

PAY CLOSETS.

While the use of pay closets is not especially remunerative, a few are desirable in every house of comfort. Pay compartments are usually about twice the size of free closets. They are equipped with a closet, lavatory, mirror, hair brush, and comb. A fee of five cents is usually charged for the use of pay closets, the fee including the use of soap and a clean towel. The combs and brushes are usually fastened to the wall by small chains, but even this precaution does not always prevent their being stolen by malicious persons.

Pay compartments are frequently used by persons temporarily overcome with sickness or fatigue. They are also patronized by strangers who have neither the means nor the time to visit hotels as cleaning-up places, or for a change of clothing.

A record of patronage of pay closets in Brooklyn, N. Y., is kept by the attendant placing a ticket in a small tin box attached to the outside of the closet, every time it is used. These tickets are collected by the superintendent of the stations as he makes his tours of inspection. This system is open to criticism as it places the responsibility of recording the patronage and delivering the fees upon the attendant, and any irregularity in the attendance could not be easily detected by the superintendent. A better system is in use in Washington, where a recording machine similar to those used in trolley cars is fastened to the wall, and the patron, instead of attendant, is requested by the regulations conspicuously posted, to record the payment of the requisite fee before entering the compartment.

In England and Scotland, each door on the pay closets has a coin-in-the-slot locking device which is released by dropping an English penny in the slot.

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In the new station at Lawrence, Mass., no pay compartments have been provided. If they are later needed, any of the free closets can easily be changed into private ones by providing locks for the doors.

QUALIFICATIONS OF ATTENDANTS.

Attendants at public comfort stations should be polite and considerate in their manner, and modest in their personal appearance, and not addicted to the use of intoxicants. They should be healthy and vigorous, not only for the arduous duties required of them for the cleanliness and attractiveness of the interior of the stations, but so as to be able to cope with any unusual occurrences which may arise. The male attendant on duty, especially during late night or early morning hours, is liable to encounter trouble from boisterous and abusive persons in an intoxicated condition, when the stations are located in districts frequented by the tougher element.

Homeless persons occasionally enter free closets for the express purpose of spending the night in them, and of sleeping off the effects of excessive indulgences, and they have to be expelled by the attendant. At one of the Brooklyn stations, fatal injuries were received by an attendant during such an encounter. To lessen the difficulty of reaching such characters after once locked in, the doors should be arranged to unlock from the outside as readily as they lock from the inside. The male attendants should always be invested with police authority.

HOURS OPEN.

The daily period for which sanitary conveniences should be open to the public depends largely upon their location, and character of the neighborhood. In some cities a sixteen-hour period from 6 A. M. to 10 P. M. is sufficient. In others, especially if located in congested business districts, they should never be closed, unless for exceptional repairs. If statistics are kept of the hourly attendance, the demand for their use during late night and early morning hours, can easily be ascertained. Attendants usually work in eight or nine hour shifts, depending upon the legal hours for city employees. The working period should be some multiple of this unit. If a 16-hour period will suffice, one of 24 hours adds

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50 per cent. to the labor item alone without any appreciable return for the additional investment. In most cities it has been found unnecessary to maintain the women's compartment for more than a 16-hour period.

In Boston, Mass., Brooklyn, N. Y., and Cleveland, O., the men's room is open day and night every day in the year. In Washington, D. C., they are operated from 6 A. M. until midnight.

In Detroit, Mich., and in some of the stations in New York City, both compartments are open day and night.

In the Seattle station the men's compartment is open from 7 A. M. to 7 P. M., and the women's from 8 A. M. to 8 P. M.

The Baltimore station is open from 4 A. M. to 10 P. M. in summer when the marketmen are busy, and at other times from 5 A. M. to 10 P. M. with the exception that the women's compartment is closed at 9 P. M.

In Liverpool the men's compartments are open on week days from 6 A. M. to 11.30 P. M., and on Sundays from 10 A. M. until 11 P. M., and the women's from 8.30 A. M. to 11.15 P. M. week-days, 3 P. M. to 11 P. M. on Sundays.

In Glasgow the convenience station at Glasgow Cross is never closed. In all other stations the male compartments are open on week-days from 6 A. M. till 12 P. M., and on Sundays from 8 A. M. until 10 P. M. Lavatories for women are open on week-days from 8 A. M. to 8 P. M. and on Sundays 10 A. M. until 10 P. M. Hours worked by male attendants, 54 per week of six days; by female attendants, 42 hours per week of seven days.

RULES FOR ATTENDANTS.

Strict observance of intelligent rules and regulations by attendants at public comfort stations is of the utmost importance. No matter how expensive or thoroughly equipped, a convenience station will quickly fall into disfavor if in charge of indolent, discourteous, or incompetent help. If kept neat, attractive, and wholesome, it will grow in popular favor daily; so that the real success of the undertaking depends quite as much upon the competency, fidelity, and integrity of the attendants as upon the skillfulness of the design and thoroughness of the construction of the stations.

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The following rules are observed by those in charge of the Brooklyn, N. Y., stations:

1. You are required to do eight hours consecutive duty daily at the comfort station to which you are assigned, as arranged by the superintendent. Being behind time at the relieving hours will not be tolerated.

2. Constant attention to the cleanliness of the station must be given during your tour of duty; the condition of closets, urinals, and wash basins must be carefully watched and kept perfectly clean and sanitary at all times.

3. Between the hours of 6 A. M. and 10 P. M., the attendants are required to keep the station in a clean and sanitary condition; the attendant on duty between the hours of 12 P. M. and 5 A. M. must do the general cleaning, and must have his entire station thoroughly cleaned by 5 A. M.

4. Neatness in your personal appearance is necessary, except during the general cleaning hours.

5. Any attendant reporting for duty, or while on duty, under the influence of intoxicants, will be promptly dismissed.

6. Any unusual occurrence at the comfort station requiring the superintendent's attention, telephone immediately "3960 Main."

The attendants of the Washington stations are required to keep daily records of the number of the station, the temperature both inside and outside at 7 and 10 A. M.; 1, 5, 7 and 11 P. M.; the time of arrival; register total on arrival; total five cent fees collected; register total on leaving; single towel fees (two cents); total cash turned in; clean towels on hand on arrival, received from laundry, soiled by use, and on hand when leaving; soiled towels on hand on arrival, sent to laundry, and on hand when leaving; soap cakes on hand on arrival, used, and on hand when leaving; time of leaving; and approximate attendance in three-hour periods from 6 A. M. to midnight. The attendants also report on the need of supplies, condition of building, repairs, apparatus, etc., special visitors, and any unusual occurrence or disturbance. These reports are turned in daily to the office of the Engineer Department of the District of Columbia and copied on monthly "transcript sheets." This information enables the office force to compute exactly the cost of operation of each station for each month and year, and to keep tabs on the supplies needed from time to time.

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REGULATIONS FOR PATRONS.

While it is the duty of attendants in charge of public comfort stations to be polite and considerate in their manners, and to see that proper decorum is observed, it is of equal importance that patrons should conduct themselves in a proper manner while using such facilities maintained at public expense. It is customary in most stations to post in conspicuous places within the stations a set of regulations to be observed by the patrons. Following are those used in Brooklyn, N. Y.:

1. Any person detected in defacing this building in any way will be *arrested.*

2. Admission to this station will be refused to any person whom the attendant knows to be unsanitary, or who has on the occasion of a previous visit made improper use of the privilege. Like action will be taken for police reasons; this last restriction applying particularly to any one under the influence of intoxicants.

3. Any patron found to be responsible for *uncleanliness* about the station, will be prosecuted to the full extent of the law.

4. *Disorderly conduct* or *lounging* will not be permitted.

5. In the event of a violation of the regulations of this station, which require expulsion or the arrest of the offender, the attendant will promptly call the police officer detailed for that purpose.

6. Patrons *must adjust* their clothing *before* leaving.

7. It is the duty of the attendant in charge to treat those who may have occasion to patronize this station in a polite and considerate manner. Any complaint in regard to the station or attendant will receive prompt attention by the undersigned, when accompanied by *name* and *address* of *complainant.*

In Washington, D. C., the following regulations are printed on cardboard sheets, 16 x 24 inches, and posted in conspicuous places about the station:

NOTICE.

"Use of closets and other fixtures free.

"Use of private compartments, together with soap and clean towel, for a fee of five cents. See that your fee is registered.

"Use of clean towels two cents.

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"The giving of tips is prohibited, the attendant being paid to render every reasonable assistance to citizens and visitors.

"Do not spit on the floor; to do so may spread disease.

"Leave empty bottles, paper and other waste articles on the floor; the attendant will care for them.

"Do not leave anything in the closets.

"Loafing, profane language, boisterous actions, or talking are not allowed.

"Defacing or marking on walls, partitions, doors, or fixtures will subject the offender to arrest."

It is interesting to note that about three barrels of empty bottles are collected from two of the Washington stations every month.

In New York City the following rules and regulations are observed:

Open day and night. Free to the public. No money must be offered or accepted. No loud, profane, or indecent language. No beer or liquor allowed on the premises. No lounging or loitering allowed. Drunken or disorderly persons not admitted. Any persons defacing or damaging any part of this building will be dealt with according to law. Attendants must report promptly for duty, relieving each other on time. Be constantly present, watchful, careful, courteous, and polite to all. Night attendants will thoroughly clean all parts. This duty must neither be shirked nor neglected. Violation of these rules should be reported at once to Superintendent Public Baths and Comfort Stations.

THE IMPORTANCE OF DETAILED DESIGN.

After the site and character of the building have been determined, the next matter of importance is the detailed design of the station.

Every facility should be provided for keeping it clean, attractive, and wholesome. The station should be light, airy, and conviently arranged. Sanitary cleanliness should be attained even at the sacrifice of additional first cost. The use of light-colored materials for the interior walls and fixtures will greatly assist in securing this result.

In some cases where it is necessary to utilize the entire space for the requisite number of fixtures, the plan of building must

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conform with that of site. Usually it is either square or rectangular in form. Exceptions are found in the triangular-shaped Borough Hall station in Brooklyn, N. Y., and at the Longacre Square sanitary in New York City, which is trapezoidal in form.

Underground stations are less restricted as to size and shape than those built above ground. The height of the former should only be sufficient for proper ventilation and headroom. From eight to nine feet is usually sufficient. If more, the extra effort of descending and climbing stairs is objectionable as well as unnecessary.

The height of public comfort stations built above ground should be properly proportioned to the length and width so as to give dignity to their exterior appearance. The one aim should be to secure simplicity in design, harmony of colors, and graceful proportions.

After the character and shape of the station, and the size and arrangement of the rooms have been determined, the design and construction of the interior walls, floor, and ceiling, should be given that careful consideration which their relative importance demands.

The attractiveness and cheerfulness of the station, and to a limited extent the cost of maintenance and operation, depend upon the judgment and skill exercised by the designers upon this particular feature. It should be remembered that if sanitary cleanliness is to be maintained, the attendants must have at their disposal every facility for accomplishing such results.

The floor of the station should be shaped to readily drain to a low point where a catch basin or floor drain, properly trapped, should be located. The floor should be constructed of some hard, durable material like concrete or terrazzo. The use of dark-colored marble or Grecian borders with terrazzo produces a very pleasing effect. For side walls, concrete, terra cotta, enameled tile, brick, or marble can be used. If concrete is selected, it should be finished with white or cream-colored enamel paint. By using terra cotta, various shades can be artistically combined. If enamel brick are preferred, white should be used for the main walls, with colored ones for borders. This combination was used in the Lawrence, Mass., station. At Washington, D. C., the interior finish of the aboveground station is of Columbian Rosaro marble to a height of seven feet from the floor, with patent plaster above.

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In underground stations the roof is usually built with arches of concrete or brick, sprung from I-beams or of flat reinforced concrete slabs. In either case, the inside surface can be finished with cement or plaster, or painted with light enamel paint. In the Boston and Worcester, Mass., underground stations the ceilings are finished with chocolate-colored tiling, a very pleasing effect, but rather dark-colored. The light color schemes are preferable.

Good judgment should be used in arranging the fixtures to obtain the best results.

The spaces between closets, lavatories, and urinal stalls should be liberal, but not extravagant in dimensions, so as to avoid unnecessary crowding when full of patrons.

Free closets should not be less than three by four feet. If there is sufficient room, make them three by four and one-half or three by five feet. There need be no difference in the size of closets for the two sexes.

The best type of closet has a porcelain rim seat with no wooden or metal parts to be meddled with, or become unsanitary, or get out of order. This type is easily cleaned, and can be kept free from contamination and danger from spreading disease. Some closets have wooden rims on the two sides and porcelain at the two ends; others have the regular wooden seats, but these are more difficult to keep clean and they get out of order more easily. The doors of free closets should be spring-hinged so as to remain open when not in use. In some of the Brooklyn stations the doors originally constructed in front of the free closets have been removed, a practice which should never be tolerated, as it lowers the moral tone of the stations, and makes them altogether too common. The privacy of such compartments should never be sacrificed.

The flushing of closets should either be automatic, of the seat action type, or else operated by a push button or small lever. If long chains are used, they are apt to be stolen by patrons.

In the best designed closets the flushing tanks are in a separate compartment, back of the rear wall, and no movable parts are visible except the push buttons required for flushing them. Each closet should contain hooks for clothing.

Similar precautions should be used in planning pay compartments. They are larger than free closets because they contain individual lavatories. The usual size for both sexes is about 5 x 5 feet. In the No. 1 station at Washington they are more

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liberal in size, being 6 x 7 feet. Unless the stations contain a separate emergency room for persons overcome with fatigue or sickness, it is well to make one pay compartment on each side, of ample size for a couch, in addition to the regular fixtures. The No. 2 station at Washington contains such a pay compartment, 5 x 7½ feet, with couch.

In designing urinals for public comfort stations, three important features should be observed — first, the size of stalls; secondly, the materials used, and thirdly, the best method of obtaining sanitary cleanliness.

First. The width of stalls should not be less than 24 or more than 30 inches, 26 or 28 inches being about the right proportion. The ideal width cannot always be followed and utilize the available space to the best possible advantage. In such cases it is best to use the 26 or 28 inch width as far as it will go, and devote the remaining space for other purposes. Any width over 30 inches is an extravagance, and under 24 inches impracticable. Some stalls are made as narrow as 19, 20, and 21 inches, but their narrowness is especially obvious.

The depth of stalls should be from 20 to 24 inches, the former being preferable. A depth of 16 inches, although sometimes used, is too shallow, as some of the bowls utilize from 14 to 15 inches of this space. The height of wings or partitions separating the stalls depends almost wholly upon the degree of privacy desired. Slabs 5 feet high are very generally used, and those 5½ and 6 feet are not uncommon.

Secondly. The material used for the stalls should be, as far as practicable, hard glazed, non-absorbent, and free from checking tendencies. Materials without glazed surfaces, like slate, soapstone, marble, artificial stone, etc., should be avoided as far as possible on account of their absorption, and the difficulty of keeping them strictly sanitary and non-odorous at all times. Glazed porcelain for the urinal proper, and light-colored marble for the partitions are extensively used, on account of their hardness, durability, and imperviousness.

While the use of these materials does not always accomplish sanitary perfection, it more nearly approaches it than any other combination of materials. In some stations, notably in Washington, glass is successfully used for the exposed surface of urinals. Obviously there should be as few joints as possible in their construc-

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tion, and some manufacturers of toilet fixtures make the back, sides and bottom of the urinal proper in one solid piece of heavy, glazed porcelain.

Thirdly. Even with the best equipment obtainable, provision must be made for successfully flushing the urinals, otherwise the surfaces become coated, foul smelling, and unsanitary. In public stations especially, the patrons cannot always be relied upon to attend to this detail. However, where the water supply is limited, flushing should be done by the patrons by means of push buttons, releasing a definite quantity of water. If the water supply is unlimited, two methods of flushing are available. In one the operation is automatic, the whole back surface of the stall being flushed every time the tank is discharged. In the other the back is continually covered with a thin sheet of fresh running water, a fraction of an inch in thickness. This is the ideal method, and the nearest approach to sanitary perfection.

Before planning the urinals for the public comfort stations of Washington, an inspection was first made of those previously built in American cities, by Mr. Henry B. Davis, Inspector of Plumbing, and his assistant, Mr. A. R. McGonegal, with the express purpose of detecting errors in their construction and of avoiding them in the design of their own stations.

The following description by Mr. A. R. McGonegal of this particular feature of the first station built in Washington, is especially interesting:

"The urinals were planned and detailed in the plumbing office, and are the only ones of the kind in the world. After patient investigation, the use of enameled iron or porcelain in any form was discarded on account of its liability to check on the surface and become foul; marble and artificial stone and alberene were passed over on account of their absorption; slate, on account of its color; and the familiar perforated or split flush pipes, on account of the impossibility of keeping their flushing action even. The combination finally worked out and selected for the purpose used 'white glass,— the whole consisting of the familiar 'Speakman overflow flush' from cast bronze troughs, heavy slate waste troughs under the floor, and opaque white hone-finished structural glass back slabs, wings, ends, and floor slabs, with polished bronze metal supplies, braces, and trimmings. It is a most sanitary fixture, being absolutely non-absorbent, with no corners to foul, no metal fittings

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at any point on the back or wing slabs, and the backs constantly covered by a sheet of fresh water a sixteenth of an inch thick. There is no possibility of any portion checking and allowing the material to become impregnated, a defect noticed in nearly every convenience station and public building visited."

In planning public comfort stations, ample provision should be made for quickly making repairs to the plumbing fixtures. Even if made of the best materials, they will get out of order, and need constant attention. A separate room, preferably between the closets of the two compartments, should be arranged for the drainage pipes and flushing tanks. This space can also be used for the exhaust and hot air flues. It should be wide enough for plumbers to work in freely. The stations at Worcester and Lawrence, and Washington, have such compartments ideally arranged.

Rooms for the attendants need not be large, but should be of comfortable proportions. Space should also be provided for the supplies for the station, for the heating apparatus, and for the fuel supply.

An emergency room like the one in the No. 1 station at Washington, is desirable, in case of sickness. Public telephone booths, bootblacking and news stands, places for checking bundles, etc., can be provided if needed, and an income derived from their use.

Settees can be placed in unoccupied corners. Baskets for waste paper and empty bottles; drinking fountains, mirrors in the main room, etc., are valuable accessories.

The lavatories should be white porcelain or marble, of neat design and graceful proportions.

Slop sinks and hose for flushing the station should not be forgotten.

The ventilating shafts should be substantial and artistic.

The entrances should be legibly marked, preferably in the stone or metal fittings. If brass or bronze plates backed with wood are hung on the railings they are liable to be stolen.

The signs for the male and female compartments should be so arranged that they can be illuminated at night. They should also be located in several places so as to be easily seen as one approaches the station. The doors should also have the sex signs painted on them so that patrons will be sure of the right compartment before entering.

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The stairways of underground conveniences should be of ample width with hand railings on each side to guard against falling during inclement weather, and to assist the aged and infirm. Coping stones surrounding the entrances should be surmounted with plain substantial railings to protect people from falling into the areaways.

Signed,

FREDERICK L. FORD,

Secretary.

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FIFTH ANNUAL REPORT

OF THE

COMMISSION ON CITY PLAN

TO THE

MAYOR

AND

COURT OF COMMON COUNCIL

CITY OF HARTFORD, CONNECTICUT

YEAR ENDING MARCH 31, 1912

HARTFORD PRESS:
The Case, Lockwood & Brainard Company
HARTFORD, CONN.

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REPORT

Hartford, Conn.,

To the Mayor and Court of Common Council of the City of Hartford,

GENTLEMEN:—

We respectfully submit herewith the fifth annual report of the Commission on the City Plan for the year ending March 31, 1912.

The changes from last year in the personnel of the Commission are as follows: Mr. Francis Parsons by his election as President of the Board of Park Commissioners succeeded the Rev. Michael A. Sullivan. Robert H. Fox, representing the Board of Aldermen, succeeded Heywood H. Whaples, and Robert A. McKone, representing the Board of Councilmen, succeeded Bernard Burns.

While the Commission meets regularly only once a month, namely on the third Tuesday, twenty-seven regular and special meetings were held during the year, the Commission having been appointed by the Council on joint special committees on several occasions.

The following propositions for the layout of new streets were acted on by the Commission during the year: Atheneum Street South, Essex Street, Fenwick Street, Garden Street Extension northerly from Westland Street, Manetock Street, Middlefield Street, Newton Street, the extension of Raymond Street east of Vine Street, Risley Street, the extension of Roosevelt Street westerly from Franklin Avenue, and Terry Road.

In addition to these the Commission has had under consideration several propositions for the development of extensive tracts of land, and other propositions of a public nature, among which may be mentioned the scheme for the development of the tract of land lying between Blue Hills

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Avenue and the tracks of the Central New England Railroad; the proposition of the Liberty Street Realty Company for the development of lands adjacent to the south branch of the Park River in the vicinity of Flatbush Avenue; the improvement of the Park River adjacent to and to the east of Bushnell Park, and the matter of providing a public comfort station for which an appropriation was made by your Honorable Court.

These matters will hereafter be considered more in detail.

Atheneum Street South.

This street was laid out in accordance with an agreement between the city and the Trustees of the Morgan Memorial, whereby the city was given title to certain lands for the purpose of a site for the new municipal office building, one of the conditions named being that a street be laid out 60 feet wide in a definitely described location to separate the grounds of the Morgan Memorial from those of the Municipal Building. This street was accordingly laid out and accepted by your Honorable Court, and extends from Main Street easterly to Prospect Street.

Essex Street.

There has been for many years a pressing need for a new street which would allow of passing from Maple and Franklin Avenues in the vicinity of their intersection to Retreat Avenue and Washington Street without the necessity of the long journey up Maple Avenue to near Jefferson Street and return along Retreat Avenue. In response to this demand a number of attempts have been made during the last few years to have a street laid out along the northern boundary of the Retreat property. These efforts have finally been successful and the street laid out and accepted, and the coming season will undoubtedly see it graded and made passable for travel. This street joins Maple Avenue a short distance south from its intersection with Franklin Avenue, and intersects Retreat Avenue between South Hudson Street and Seymour Street. Although the street is only about 500 feet long it saves a journey of half a mile by way of the longer route around the corner of Maple and Retreat Avenues.

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Fenwick and Roosevelt Street Extensions.

Fenwick Street and Roosevelt Street Extensions are parts of a general scheme for the development of a considerable extent of territory situated west of Franklin Avenue and extending from South Street to the City Line. This general plan has already received the approval of this Commission and the matter has been referred to the Board of Street Commissioners to proceed with the layout of streets therein.

Garden Street Extension and Risley Street.

These two streets are a part of the plan for development of a tract of land situated between Westland Street and Charlotte Street, and while in no sense thoroughfares, are necessary for the proper building up of this territory.

Manetock Street and Terry Road.

These two streets were laid out on petition of the owners of land situated west of Scarborough Street and extending from Albany Avenue to Asylum Street. Terry Road extends entirely through the territory from north to south, while Manetock Street connects Terry Road with Albany Avenue, reaching the lands further west and extending to Prospect Avenue.

Middlefield Street and Raymond Street Extensions.

These streets form part of a general plan worked out by this Commission some years ago for the development of the territory lying along the valley of Gully Brook and extending from Mather Street and Capen Street.

Newton Street.

Capitol Avenue Extension having been laid out and opened between Sisson Avenue and Smith Street, Mr. J. G. D. Newton, the owner of nearly all the vacant land in this section, petitioned for a street to connect Capitol Avenue with Park Street, being generally parallel with Sisson Avenue. This pe-

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tition was favorably considered and your Honorable Court ha caused the layout and acceptance of this street.

Carrere and Hastings Report.

The report of Messrs. Carrere and Hastings, Architects, of New York City, who were retained by the Commission some years ago to prepare a general plan for the improvement and development of the city, was published during the year, and is being distributed locally and abroad as called for. This report is very favorably commented upon by eminent authorities in city planning work. However idealistic these plans seem, whatever difficulties may interfere with carrying them out in detail, however strongly they may be objected to, they yet illustrate the important principles of city planning and afford us a broader and clearer vision of what our city needs. Plans for the development of large tracts of land in the northern and southern sections of the city have been prepared along lines suggested by this report, and these results alone are worth more to Hartford than the expense of procuring the report.

Electric Signs.

On the petition of I. G. Cranton and others for the passage of an ordinance which would permit electric signs, this Commission was appointed on a joint special committee with the joint standing committee on ordinances and the Board of Street Commissioners to consider the matter. A public hearing was held at which many merchants and other business men were present and a proposition was made by an attorney representing several business houses, that he be allowed to prepare for submission to the committee an ordinance which would properly cover the matter. This action was taken, but when the draft for the ordinance was later submitted, it was, in the opinion of the Corporation Counsel, deemed to be not in accordance with the City Charter, and the joint committee after a discussion, voted to report to your Honorable Court unfavorably on the passage of the proposed ordinance, and with the recommendation that the matter be referred to the legislative committee of the Council

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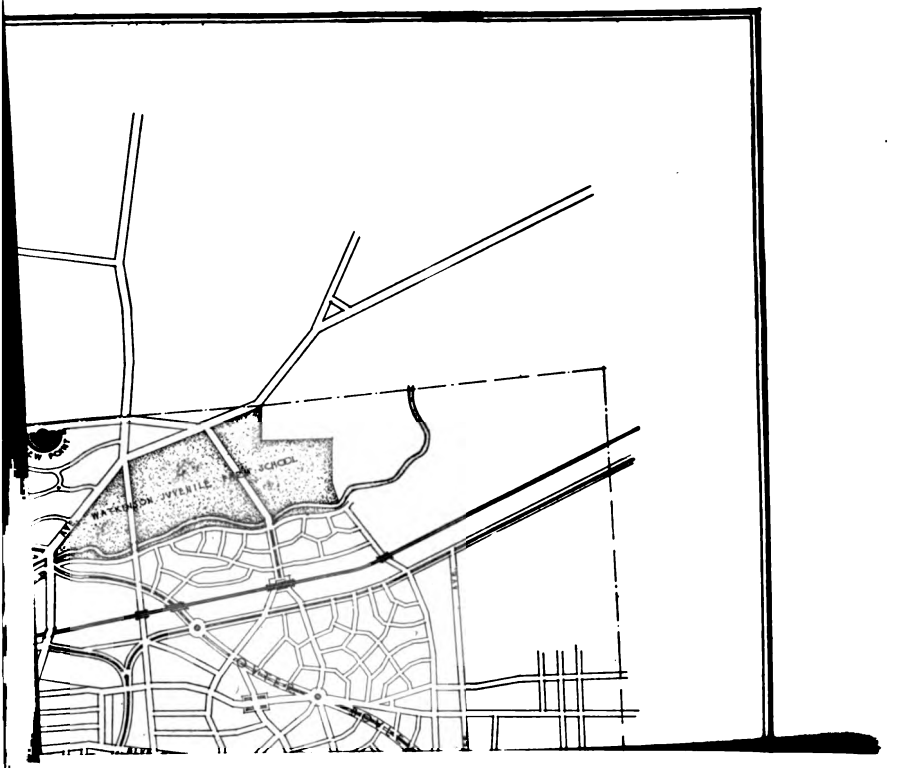

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in order to present it to the legislature for a suitable amendment to the charter.

Public Comfort Station.

It is with regret that the Commission is unable to report more progress in the matter of the erection of the public comfort station for which an appropriation of $25,000 was voted at the City Meeting in April, 1911.

By a resolution approved August 15, 1911, your Honorable Court authorized a joint special committee consisting of the Commission on the City Plan and the joint standing committee on City Buildings to obtain plans and specifications for a public comfort station to be located in the rear of the City Hall, and to proceed with the erection of the same. Competitive designs were accordingly solicited from the local architects, and a selection was made from the designs submitted without knowledge on the part of the committee as to the identity of the competitors. The design selected proved to be by Smith and Bassette who were instructed by the committee to proceed with the detailed drawings. In the meantime the intention of the city to erect a public comfort station in the rear of the City Hall and thus in close proximity to the Federal Building, had been brought to the attention of the United States Government authorities, and an injunction was sought and obtained restraining the city from carrying out this intention. The Government's bill of complaint was answered by the Corporation Counsel on behalf of the city and the matter is now at a stand-still pending the decision of the United States Circuit Court for this district.

Park River.

Owing to the stagnant condition of the Park River during the summer of 1911, much complaint and criticism was made, and a resolution from your Honorable Court requesting this Commission to examine and report on the matter, was, after conference with the Board of Street Commissioners and the Board of Park Commissioners, referred to a committee consist-

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ing of the City Engineer, the Superintendent of Streets, and the Superintendent of Parks, who made the following report:

HARTFORD, CONN., Dec. 19, 1911.

To the Honorable Commission on the City Plan,

Gentlemen:

Following is a report on the matter of improving the Park River for its entire length from the Connecticut River to Hamilton Street. This matter was referred to a committee consisting of the City Engineer, Superintendent of Parks, and Superintendent of Streets, to consider carefully all possible methods of treatment which might suggest themselves and to recommend if possible some practicable method of treatment which would satisfy all requirements. The committee has given the matter careful and thorough consideration and many suggestions have been considered and a great many different people interviewed with a view to gaining all possible opinions as to the best method of eliminating the present trouble in the Park River and providing for future needs. The committee realizes that this problem is one of great magnitude, bearing directly upon the future of the city to a greater extent perhaps than any other single problem which has presented itself in recent years, and the report therefore covers as thoroughly as it is possible to cover the situation.

Among the many solutions presented we have rejected several because in our opinion they presented obstacles which made them even unworthy of considerable attention. We have, however, considered four different methods of treatment and present them below together with the reasons either for or against their adoption.

A first solution of the difficulty and the one which is possibly the most definite of any is the covering of the stream for its entire length. The main advantage of this method is to gain in territory to be used for development for buildings and highway purposes. This solution however, has been rejected for the following reasons:

First, on account of the cost of the structure necessary to cover. It seems evident that a structure of this length and

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magnitude would be exceedingly expensive to construct and a great burden upon the City of Hartford for many years on account of the money involved. The nature of the river between Commerce and Hamilton Streets is such that foundations would in many cases have to be carried to excessive depths or on very expensive footings, so that the cost of the work would total an excessive sum.

The establishing of an enclosed conduit for the entire length of Park River would also, it seems, give rise to very unhealthful conditions from the obnoxious gases due to lack of oxidization which would be generated from the confined air and from refuse material which might accumulate within. At the present time many complaints are received about even the smaller sewers, owing to the fact that the sewer gas escapes through whatever ventilating openings exist, causing disagreeable odors, and we feel that possibly the odor from such a large conduit as would be necessary for the proper accommodation of the Park River would be at least as disagreeable and obnoxious as the odor which at present arises from the open stream.

The third objection to the closing in of the river is on account of the liability to damage from excessive floods which might possibly be caused if the opening were not designed large enough. It is, of course, entirely possible to design this structure with the opening large enough to accommodate any flood which has previously existed; it is also possible to construct a conduit large enough to take care of any flood which might occur in the future, but to construct a conduit of this nature would be to go beyond the bounds of reason in cost of construction. If the conduit were not large enough for the extreme floods the liability from lawsuits which would be instituted against the City of Hartford might be very great. On the other hand, if the conduit were made large enough to insure safety against all possible floods, it would entail the carrying of an investment which might not be needed once in a lifetime.

The fourth reason against covering in the stream is on account of the fact that the location and treatment of the stream would thereby be absolutely defined for all time without possibility of change unless the entire first cost of the structure were thrown away.

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The fifth reason why the closed conduit treatment was rejected is on account of the fact that with this treatment the scenic value of the Park River would be lost entirely. This feature alone, it seems to us, is sufficient to cause the rejection of this plan. While it is perfectly true that at certain times in the year parts of the Park River are obnoxious both to sight and smell, it seems to us that this difficulty can be eliminated and the scenic value of the stream retained. That the Park River has such a scenic value would seem to be self-evident. To the stranger visiting Hartford, the view of the State Capitol surrounded on all sides by a beautiful park sloping toward the Park River, the effect is very striking and of almost immeasurable value in presenting the beauties of the city.

For the above reasons we have therefore decided to report against the treatment of the Park River by covering for its entire length.

The second general method of treatment which presented itself was one which contemplated many relocations of the present bed of the stream to gain additional width of streets and shorter course for the river together with the possible quickening of the current and a gain in the total fall which would cause the water to run off more quickly, thus increasing its cleansing power. This idea was rejected, first, on account of the cost, as the amount of excavation necessary for such relocation is very large, and the necessary structures which would have to be built were many and expensive. The second reason against this method of treatment and closely allied with the first was the impracticability of relocation due to the existence of present structures including the bridge at the Union Station entrance, the Ford Street bridge and the new Hoadley Memorial bridge, which are necessarily a part of the present stream and in the event of relocation would either wholly or in part have to be eliminated.

The third general method of treatment and one which is possibly the most difficult to reject is the treatment of the river for its entire length by the use of retaining walls built on conventional lines and the paving with impervious material of the river bed itself; in other words, reducing the river to a canal

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or aqueduct with the bed at all times accessible for cleaning and at all times suited to carry the flow of water in the Park River, whether large or small. This solution was finally rejected for the following reasons:

First, on account of the cost. The foundations of the retaining walls would be very expensive, having either to be carried to excessive depths to secure adequate footing, or widened excessively for safety.

The second reason lies in the scenic effect on the Park River. To the average observer, it was considered, the beauty of a stream lies in the appearance of its banks; with a straight retaining wall on conventional lines, the effect is at once severe and unattractive. In the method of treatment suggested we have provided, as will be explained later, for the banks to be beautified wherever possible. This is accomplished by planting of trees, shrubs, and grass to the water's edge. It seems evident that the construction of retaining walls along rigid conventional lines would detract from the beauty of the park system around the Capitol, and therefore this method of treatment is rejected.

The third reason against this solution is the impracticability of making the walls consistent with existing structures, particularly the Ford Street bridge and the Hoadley bridge, which would gain value by the existence of grass banks at the ends rather than by the construction of retaining walls with an unbeautiful pavement in the river bed.

The final method of treatment and the one which your committee recommends is a combination of all the previous ones, selecting such features of each as seem best suited to the different locations. This method of treatment is as follows:

From the Connecticut River to Front Street, the Park River is to be considered as a navigable stream with an idea to its future development for docks and shipping. This treatment is most practicable on account of the fact that the river at the present time is considered as navigable and the channel is under the supervision of the United States Government. There are two drawbridges across the river on this section and no great change in these will be necessary and the development of the river banks themselves can be left to such time as necessity for such treatment arises.

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From the west side of Front Street to the east side of Main Street, it is proposed to cover the river with a permanent structure, the waterway to be of such size that no flood which can possibly occur between the banks to the westward will surcharge the conduit or overflow on the sides. This method of treatment of course does away with any possibility of undertaking any parking on the south side of Arch Street opposite the Municipal Building, but after careful consideration it is suggested that the establishment of such a parkway would only transfer the unsightly condition which at present exists from the south side of Arch Street to the south side of the Park River. It seems to us rather visionary to think of the buildings on the north side of Sheldon Street as removed for park purposes. The value of the land on Sheldon Street is high and the cost of purchasing the properties would be great. If the property were not purchased and the buildings on the south side of Arch Street removed, a view from the Municipal Building would include the rear of these unsightly tenements which at present exist with all the disagreeable features such as clothes lines, rear porches, and the like. By covering in the river with a permanent solid structure the land included between the river banks can be developed for building purposes and sightly buildings constructed on the south side of Arch Street opposite the proposed Municipal building; Arch Street itself could be widened to a proper width to accommodate the heavy traffic which at present uses the street and any further increase in traffic which will come from the increase of business in Hartford. This widening of Arch Street is very desirable in its relation to the proposed Municipal building. This method of treatment is not an excessively expensive one owing to the fact that land is gained for business purposes in a location where land is extremely valuable; that is, on Main Street and on Arch Street between Front and Main Streets.

From the west side of Main Street to a point about three hundred feet west of the Daniels Dam we suggest that the buildings be entirely removed and that Bushnell Park be extended through to Main Street, widening Wells and Elm Streets to accommodate traffic. The river itself should be treated so as to present a rocky bed with water falling in cascades and rapids

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from rock to rock. The banks to be turfed to the water's edge and pathways to be laid out with trees and shrubs to conform to the general appearance of Bushnell Park.

With regard to the treatment of the stream itself, it is suggested that the river bed be filled in with rocks of large size and irregular shape with the idea of creating cascades as noted above, but at the same time in such a manner that it can be at all times thoroughly drained and cleaned out; that no pools or stagnant places may be left. The construction of this enrockment would necessitate the building of a dam to the westward of the present Daniels Dam so as to pond the water back as far as the "Stepping Stones." The necessity for such a dam arises from the fact that there is not at the present time sufficient fall between the "Stepping Stones" and Main Street to properly drain the river and give the cascade effect suggested in the stretch between Main Street and the new dam. The establishment of such a series of cascades seems to us to be very desirable; the scenic effect from Main Street would be extremely good and the contrast with the business buildings on Main Street would be restful to the eye.

In order that the pond space above the new dam may be properly drained it will be necessary to construct a cast-iron conduit underneath the cascades to connect with the closed structure below Main Street, this to be built in such a way that by the opening of gates, the water can be all drained out of this pond, leaving the river bed exposed and free from stagnant water.

From the new dam west to the Ford Street bridge it is proposed to slightly change the course of the river, in order to gain additional width for Jewell and Wells Streets and for park treatment on the north and east banks of the river. Such relocation will not in any sense change the appearance of the stream at the Hoadley bridge but will relocate the present foot bridge at the foot of Trumbull Street and necessitate considerable filling along Jewell Street bank to make it possible to widen Jewell Street. The method of treatment suggested is as follows:

The lawns and plantings of the park are to be brought down to the edge of the stream, meeting a paving to be con-

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structed of rough stones laid to a regular surface and planted in between with semi-aquatic shrubs and plants. On the north side of the river particularly it is suggested that terraces be laid out to accommodate the difference in level between Jewell Street and the water of the Park River, and to provide for paths similar to the treatment west of Ford Street. The surface of the river bed is to be constructed in such a manner that it may be completely drained and cleaned at any time and whatever flow there may be in the river itself will be confined to the central portion owing to the gradual transverse slopes of the paving to be laid. In connection with the widening of Jewell Street it is suggested that the trees which at present are planted along the north bank of the Park River shall be included in the parking in the center of the future widened street. Many modifications of the treatment of the north bank between Daniels Dam and Ford Street bridge present themselves which can be left to a future and more detailed plan, which can be worked out if the committee's recommendations are adopted.

From the Ford Street bridge west and south as far as the factory district, it is intended to treat the river in much the same manner as at present. On the south bank of the river west of Ford Street bridge a new low wall will be necessary. The present walls where they are in good condition should not be disturbed, but the river bed itself should be adjusted so as to secure a uniform grade both laterally and longitudinally in order that the water may at all times drain from same, leaving no stagnant pools or places where obnoxious growths may form.

We also suggest that the "Stepping Stones" be left as at present with a sluiceway and gate constructed beneath so that the water in the river may be drained off during low water and the bed of the river thoroughly cleaned.

Through the factory district it is suggested that the walls of the river remain as at present and that the river bed be cleaned up and paved with the rough rock treatment suggested above and grades adjusted so as to thoroughly drain the river-bed during low water.

Beginning at Park Street and extending to Hamilton Street, the treatment should be similar to that used between Daniels

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Dam and Ford Street, with the proper adjustment of grades in the river-bed. Any future extension of the method of treatment may be made beyond Hamilton Street when the necessity arises.

The North Branch of the Park River is already well cared for by private owners who abut on the same, except that between the junction with the South Branch and the Boulevard the treatment should be similar to that through the factory district.

Your committee, after presenting the above features of the report for consideration, feel that the method of treatment as recommended is the best; first, economically the treatment suggested is a cheap one for many reasons, but mainly because the river is left in its present location so far as possible at all points; second, the scenic value of the stream is retained wherever it is of great value. The obnoxious features such as stagnant water and unsightly banks would be removed by this treatment, particularly in the section between Front Street and the Daniels Dam; the loss in revenue to the City would be small, as the only buildings which would be removed would be the few in the vicinity of Main Street on the west side. There are no large buildings in this particular section and the cost of the same would therefore not be excessive.

The report as presented bears the unanimous recommendation of the members of the committee and is a combination of their ideas and is made after careful and thorough investigation.

During the investigation it developed that there was insufficient information for accurate estimates of the cost of the different methods of treatment. This information should be secured. This report, therefore, is made along lines of practicability and a broad consideration of the cost. We feel that if the recommendations are approved an appropriation should be made to the Board of Street Commissioners so that a thorough and proper investigation of the stream can be made at their request by the Engineering Department, so that the matter may be presented in a complete manner by the end of the season of 1912.

We also suggest that in order to do away with the complaints of the bad odors, etc., which rise from the bed of the

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Park River during the summer season, the Board of Street Commissioners be authorized to take the necessary steps to provide money for cleaning up to some extent the river-bed during the summer of 1912, such work to be done along lines which will be consistent with this plan if adopted.

A plan showing the general features of this treatment suggested for that section of the Park River included between Main Street and the Armory Grounds accompanies this report.

Respectfully submitted,

ROSCOE N. CLARK,
City Engineer.
CHARLES J. BENNETT,
Superintendent of Streets.
GEORGE A. PARKER,
Superintendent of Parks.

This report was referred to the Board of Park Commissioners for their consideration inasmuch as Bushnell Park would be greatly affected if the recommendations were adopted and the work carried out. No report has yet been received from them.

PROPOSED ARRANGEMENT OF STREETS WEST OF BLUE HILLS AVENUE.

Efforts on the part of land promoters to acquire and subdivide individual farms situated between Blue Hills Avenue and the Central New England Railroad have resulted in the preparation by the Engineering Department at the request of this Commission of a plan for the general development of the entire tract lying between Blue Hills Avenue on the east and the railway on the west and extending from Westbourne Parkway on the south to Tower Avenue on the north. This was accomplished after many conferences with the interested land owners, careful consideration having been given their suggestions, and the plan now has their almost unanimous approval. A copy of the plan accompanies this report.

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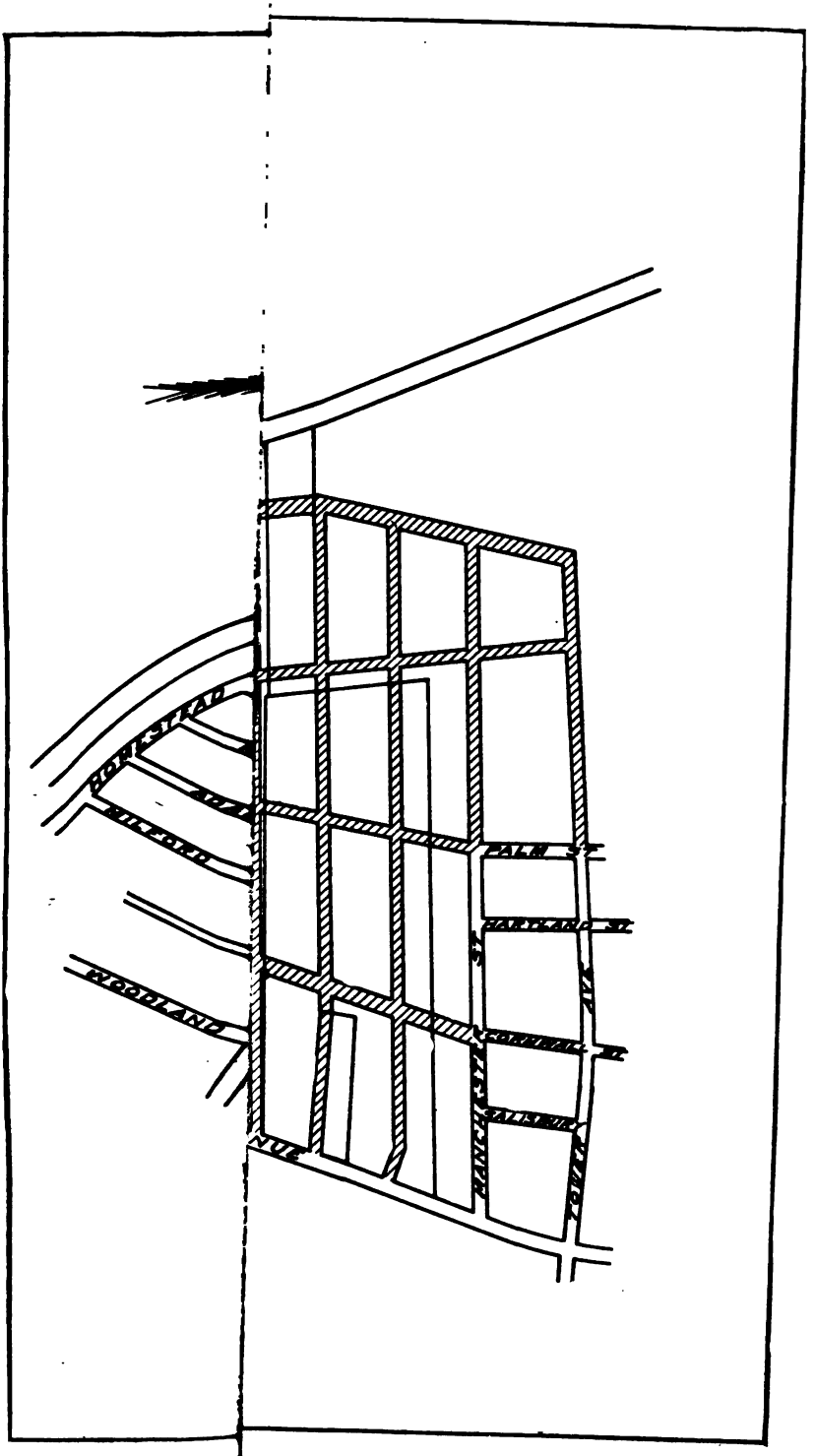

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Zion Street and Hillside Avenue.

The Tobey Land Company acquired a large tract of land bordered by Zion and Bonner Streets and extending well to the westward of Hillside Avenue and have presented a plan showing their proposed arrangement of streets therein. This plan has the approval of the Commission, and the proprietors are arranging for the grading of streets and the construction of sewers and sidewalks.

Trinity Heights.

The arrangement of streets in the so-called Trinity Heights Tract situated at the corner of New Britain and Fairfield Avenues has been favorably considered by this Commission.

Thus far the work of this Commission has been almost wholly concerned with routine matters referred to it by your Honorable Court. It is apparent however to close students of municipal growth that such a commission has opportunity to take the initiative in construction work by ascertaining the City's needs along various general lines of benefit to its inhabitants, such as sanitation, economics, transportation, circulation of traffic, etc. It is the intention of your Commissioners to consider these matters at some length as opportunity offers and to make reports and recommendations thereon from time to time to your Honorable Court.

Respectfully submitted,

(Signed) Edward L. Smith,
R. H. Fox,
Wm. H. Honiss,
Augustine Lonergan,
G. A. Parker,
Francis Parsons,
Joseph Buths,
Robert A. McKone,
Roscoe N. Clark,
Commission on the City Plan.

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Sixth Annual Report

of the

Commission on the City Plan

to the

Mayor and Court of Common Council

City of Hartford, Connecticut

Year Ending March 31, 1913

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MEMBERS

OF THE

COMMISSION ON THE CITY PLAN

HON. LOUIS R. CHENEY,

Chairman.

JOSEPH BUTHS,

President Board of Street Commissioners.

LYMAN B. BRAINERD,

President Board of Park Commissioners.

GEORGE A. PARKER,

Superintendent of Public Parks.

ROSCOE N. CLARK, CITY ENGINEER,

Secretary.

WILLIAM A. GRAHAM, TO MAY 1, 1914.

AUGUSTINE LONERGAN TO MAY 1, 1913.

Citizen Members.

ROBERT H. FOX,

Member of Board of Aldermen.

BENJAMIN KASHMANN,

Member of Common Council Board.

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HARTFORD, CONN., December 8, 1913.

To the Mayor and Court of Common Council of the City of Hartford:

GENTLEMEN: We respectfully submit the following report of the Commission on the City Plan for the year ending March 31, 1913.

The changes from last year in the personnel of the Commission were as follows:

Hon. Louis R. Cheney by his election as Mayor, succeeded Hon. Edward L. Smith; Benjamin Kashmann succeeded Robert A. McKone as representative of the Common Council; President Lyman B. Brainerd of the Board of Park Commissioners succeeded Mr. Francis Parsons; and Mr. William A. Graham was appointed a citizen member replacing Mr. William H. Honiss whose term expired on April 30th.

Eighteen regular and special meetings were held during the year, and definite action was taken on the acceptance of the following streets:

Amherst, Barker, Bidwell, Bonner, Brown, Campfield, Cherry, Cheshire, Colby, Cornwall, Douglas, Euclid, Exeter, Forster, Gilman, Harvard, Hillside Avenue, Humphrey, Linnmoore, Monroe, Morningside Avenue, Mountain, Palm, Plymouth, Princeton, Roger, Southbury, Thomaston, Tobey, West Hartford Boulevard, and Yale Street.

The Commission was also concerned with other matters than the development of the street plan of the City such as the Hucksters' Market; the House of Comfort; the question of a Public Market, etc., all of which will be hereinafter considered in detail.

STREET DEVELOPMENT IN SOUTHERN AND SOUTHWESTERN SECTIONS OF THE CITY.

Considerable activity has been noticeable the past year in real estate development in the south and southwest portions of the city.

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On account of topographical conditions, Wethersfield Avenue will probably for several years to come, mark the eastern limit of residential development to the south. To the west, however, there is yet considerable room for expansion, and that this is to be taken advantage of is indicated by propositions to your Honorable Court for acceptance of several streets included in the list above enumerated.

The section between Wethersfield Avenue and Franklin Avenue is now sufficiently provided with cross streets so that the land may be utilized for building purposes to its fullest extent. West of Franklin Avenue, however, there remains considerable hitherto undeveloped land, particularly south of South Street and west of Campfield Avenue. Propositions for the acceptance of several streets in this vicinity have received favorable consideration by this Commission, including extensions of several existing streets as well as some that are entirely new in their locations.

The lack of sewerage facilities in the large section of the city extending from Franklin Avenue on the east entirely across the remaining city territory even to the Town Line, and from Preston Street and New Britain Avenue southerly to Wethersfield and Newington is largely responsible for its retarded development. Yet under the methods now prescribed by the city charter it is an exceedingly difficult matter to carry through to the point where actual construction can be begun, the layout of a sewer or of a system of sewers, except the demand for the same be unanimous on the part of the property owners liable to assessment.

West of Fairfield Avenue and south of White Street lies a tract of undeveloped land forming the upper or southerly part of the Cemetery Brook watershed. The brook itself divides the tract into fairly equal parts, the land on the easterly side rising rapidly to Fairfield Avenue, and on the west somewhat less steeply to the ridge along whose summit lie Harvard and Mountain Streets, branching from White Street and New Britain Avenue, and where further south is located the Wildwood Sanitorium of the Hartford Hospital. This territory offers many choice residential locations, particularly on the long slope adjacent to Fairfield Avenue where is obtained an unobstructed view

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over the western sections of the city, and of the Talcott Mountains beyond. Sixteen new streets are planned for this section, and a rapid building up of the entire tract will undoubtedly follow.

Here, as well as on the easterly side of the Fairfield Avenue ridge, the sewerage problem is vital, and, on account of the presence of Cemetery Brook, is even more complicated.

In the northern part of the city the greatest demand for new street development has concentrated about the northerly sections of Blue Hills Avenue. In the report of this Commission for the year 1911, attention was called to the arrangement of streets west of Blue Hills. Regular proceedings for the final acceptance of these streets are now under way in your Honorable Court, with bright prospects for results eminently satisfactory both to the community and to those who are the owners of the land embraced by the plan.

Extending this development has come the past year the street systems petitioned for by Mr. E. J. Holl on the east side of Blue Hills Avenue between Holcomb Street and Tower Avenue, and by Mr. E. A. Simpson on both sides of Blue Hills Avenue adjacent to the city line.

In response to Mr. Holl's petition, this Commission considered a substitute plan prepared under its direction by the Department of Engineering, and including all the undeveloped territory on the east side of the avenue extending from Holcomb Street on the south to the city line on the north. On this plan a comprehensive scheme of street development was worked out which would be free from the limitations imposed by restricted individual efforts on the part of the neighboring land owners, each to plot his own land without regard to the interests of his neighbors or the convenience of the travelling public.

This plan, which was explained to the interested land owners at a hearing held by this Commission, met with their general approval, and if not unanimously endorsed, was, however, not actively opposed.

The layout of streets proposed thereby includes a street running north from Holcomb Street to the city line substantially along the division line between the Almshouse property of the

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city and privately owned lands extending to Blue Hills Avenue. From this north and south street several east and west streets are planned to extend to Blue Hills Avenue and being generally parallel to Holcomb Street. These streets will divide the intervening land into strips of sufficient width to each accommodate two rows of building lots of from one hundred and twenty-five to one hundred and fifty feet in depth.

In addition to these streets above described, there is proposed a second north and south street to be an extension of Ridgefield Street. This street will extend along the crest of the ridge east of Blue Hills Avenue. Owing to the steepness of the slopes in both east and west directions from the ridge, some modifications of the original plan may be found necessary in order that prohibitive grades may be avoided.

The street above mentioned as being adjacent to the Almshouse property should ultimately contain the main drainage outlet for the northern portion of the Gully Brook watershed. The Gully Brook branch of the intercepting sewer has already been constructed to a point near the Almshouse, and as the land beyond this point becomes built up, will have to be extended to prevent contamination of the waters of the brook.

The arrangement of streets proposed by Mr. E. A. Simpson covers a territory extending on both sides of Blue Hills Avenue from Tower Avenue to and across the city line into the Town of Bloomfield. West of Blue Hills Avenue it supplements the group of streets laid out some years ago by Mr. E. A. Kenyon, and east of the avenue it forms a continuation of the plan described in the preceding paragraphs.

Owing to the fact that several of the north and south streets in this tract extend across the line into Bloomfield, it will be necessary to obtain from the authorities of that town, notice of formal acceptance of these streets in order to avoid the possible acceptance by the city of dead-end streets.

Public Comfort Station.

The suit of the United States Government vs. the City of Hartford for a permanent injunction restraining the city from erecting a public comfort station on the east side of City Hall

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adjacent to the Federal Building, was withdrawn early in the present year from the United States Circuit Court, and steps were immediately taken by the joint special committee of your Honorable Court, of which this Commission forms a part, to proceed with the construction of this station. It is expected that this work will be completed during the season of 1913.

Park River Improvement.

As a result of the investigation and report on the condition of Park River and the measures to be taken to improve the same, as explained in the last annual report of this Commission, the Board of Street Commissioners and the Board of Park Commissioners have agreed on a plan for carrying out the work of putting the banks and bed of the stream in a more sightly condition, and at the same time of widening Jewell Street and Wells Street. This work will be accomplished by stages as the finances of the city will allow.

Respectfully submitted,

Louis R. Cheney,
Robert H. Fox,
Lyman B. Brainerd,
George A. Parker,
Joseph Buths,
Benjamin Kashmann,
William A. Graham,
Augustine Lonergan,
Roscoe N. Clark,

Commission on the City Plan.

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